

MANTEO



**6** COASTAL AREA MANAGEMENT ACT  
**LAND USE PLAN 1981**  
FOR THE TOWN OF MANTEO, NORTH CAROLINA

HD  
211  
.N8  
T69  
1981

COASTAL ZONE  
INFORMATION CENTER

TOWN OF MANTEO  
COASTAL AREA MANAGEMENT ACT  
LAND USE PLAN

HD 211. N8 T69 1981

August 1981

A LAND USE PLAN FOR MANTEO

Developed By

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The Coastal Area Management Act of North Carolina

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## EXECUTIVE SUMMARY

The 1981 Land Use Plan gives Manteo a guide for future development. It contains local goals and implementation strategies for accomplishing those goals, from land development policies to articulation of the lifestyles Roanoke Islanders' want to continue in the future. The Plan also strengthens the cooperative program of coastal area management existing between North Carolina and local coastal governments.

Manteo's Land Use Plan is structured around a goal-setting process begun in the Fall of 1980. An area wide random survey taken at that time identified six major development goals that townspeople want to accomplish for their community. The 1981 Land Use Plan for Manteo is organized under those six goals to provide townspeople a clear, familiar outline for future development in cooperation with CAMA guidelines.

### 1. Overall Implementation Strategy

A clear network of organizational responsibilities is important to the overall implementation of Manteo's Land Use Plan. Each of the six Planning Board members will undertake the general management of a specific goal and its schedule of implementation policies. These responsibilities will include the coordination of individual and organizational interests who will help in various implementation phases of each goal. All six members, each with their respective activities, form a clear network of local involvement in the implementation of the Land Use Plan.

### 2. Surveys and Interviews with Townspeople

These were found to be the most effective means of informing and involving area residents in the overall planning process. About 150 local residents were individually interviewed, school children grades nine through twelve of the Dare County public schools were surveyed, two newspaper questionnaires were run by the local newspapers, and a store front office was open for 30 hours a week to townspeople during September through November 1980 and throughout May-August of 1981.

A. Newspaper Surveys. Two surveys were run during the planning year by the Outer Banks Current and by the Coastland Times. Both questionnaires dealt with general town goals relating to develop-

ment over the next ten years. Long-term environmental issues such as commercial development adjacent to marshes, and the intensity of tourism desired, were raised, as well as more immediate problems such as water and sewer extensions to development within the Town's corporate limits. Several major problems were introduced to the consultants through those surveys including deteriorated street and sidewalk conditions and the absence of local services in the downtown district. A third survey, conducted in March of 1981, dealt with specific objects and places in Manteo that residents wanted to preserve. Townspeople were willing to change or trade-off some of those features for increased tourism in the community, but were adamant about protecting others. Those values were incorporated into the Land Use Plan through implementation policies. The town boat ramp, for example, had appeared in the previous surveys as an area needing maintenance and expansion. The March survey produced a more detailed guide for development of launch facilities because townspeople indicated they want to give a certain percentage of waterfront docking facilities to tourist marina traffic if an improved boat ramp area is retained for local use. Such results clarified the direction the Planning Board took in developing related implementation policies.

B. Interviews. Several interview projects were undertaken during the planning year. The consultants initially interviewed town leaders, local organizations, businessmen, and other interested townspeople as an introduction to the needs and lifestyles in Manteo. Each person interviewed indicated areas of special concern on base maps prepared by the consultants. A composite of problem districts was compiled from those interviews.

C. Random Surveys. A door-to-door goals survey was conducted in October of 1980. The comprehensive results served as a basis for formation of the six major town goals in the Land Use Plan. Two other surveys were administered in March 1981. The first, a youth survey of all Dare County high school students, grades nine through twelve, supported the goals' survey indications of a need for a youth and recreation center in Manteo. The second survey analyzed hurricane damage prevention measures in the community, with a special emphasis on lack of adequate protection in low-income districts.

All interview results contributed to the content of the Land Use Plan, and the surveys involved residents in the project. Both provide effective management tools, giving local leaders a widely supported foundation from which to implement policies included in the Land Use Plan. Format and analysis of results are available for public review at the Manteo Town Hall.

### 3. Quadricentennial Impacts

The 400th anniversary of the landing of the Roanoke Colonies will be celebrated between 1984 and 1987 on Roanoke Island. One project necessary to responsible implementation of Manteo's Land Use Plan has been an impact analysis of the Quadricentennial. The feasibility of commercial growth, capacity of facilities, and impact on existing local lifestyles has been analyzed in relation to the Quadricentennial as well as projected local residential and support facilities growth. The implementation policies for downtown development (Goal One) are partially dependent on construction and docking of the Elizabeth II, a ship typical of Sixteenth Century sailing vessels. The economic feasibility report is included in the appendices.

### 4. Mapping

The impact of the Quadricentennial will affect areas surrounding the Town, but outside its present jurisdiction. The ecological unit of data gathering most important to Manteo's planning process is the north end of Roanoke Island stretching from the Roanoke Sound Bridge to the north shore. The maps used include areas of cultural and environmental concern on the island's north end, including sites of potential archaeological significance. The Town will continue to seek one mile extra-territorial jurisdiction in an effort to preserve fragile natural and cultural resource areas, to maintain the existing rural residential character of the north end of Roanoke Island, and to plan more effectively for the impact of the Quadricentennial. Other mapping projects significant to the Land Use Plan include a proposed Manteo Plan for downtown revitalization, which incorporates a Quadricentennial facilities plan. The Master Plan utilizes a dredge spoil site across Dough's Creek for parking, recreation, and a visitor's center. Activities proposed in the Land Use Plan's implementation policies are also located on the

map in the most economically feasible, available sites. The Master Plan map and a scale model of the Town's waterfront development plans are displayed in the Manteo Town Hall for community review. Maps of environmental quality, visual character, land availability, use patterns, pedestrian and traffic circulation, and proposed quadricentennial facilities for the downtown district are also displayed in the Town Hall.

The LUP is designed so that the Town can continue implementation procedures following Coastal Resource Commission approval and adoption by the community.

The following reports and other related materials are available at the Manteo Town Hall, Manteo, North Carolina:

1. Coastal Area Management Act Land Use Plan 1981 for the Town of Manteo, Manteo, North Carolina, 1980.
2. Survey of Townspeople, Public Report One of a Plan for Manteo's Future Development, Manteo, N.C., 1980.
3. Theme for the Future, Public Report Two of a Plan for Manteo's Future Development, Manteo, N.C., 1980.
4. Guide for Development, Public Report Three of a Plan for Manteo's Future Development, Manteo, N.C., 1981.
5. Economic Analysis, Public Report Four of a Plan for Manteo's Future Development, Manteo, N.C., 1981.
6. Roanoke Island's Past, Public Report Five of a Plan for Manteo's Future Development, Manteo, N.C., 1981.

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## INTRODUCTION: NORTH CAROLINA COASTAL MANAGEMENT

North Carolina's coastal management program is a joint state and local effort that protects, preserves, and insures the orderly development of the State's coastal resources. The program provides for (1) Areas of Environmental Concern that require state level management and control and AEC's that are managed locally through minor permit issuance and (2) local involvement in planning and regulating all other areas. This Land Use Plan represents the program's second provision of local involvement in Manteo.

The North Carolina coastal management program is based on the State Coastal Management Act (CAMA) of 1974 and the Federal Coastal Zone Management Act (FCZMA) of 1972. CAMA established the Coastal Resources Commission (CRC) to principally manage the program and approve local CAMA plans. Local governments, including Manteo, are developing and implementing land use plans under CRC policy direction. Each plan is subject to final CRC approval in addition to local adoption.

Manteo's plan will help keep the community one step ahead of the development pressures that are so clearly visible in adjacent beach areas. It will guide the community toward a development pattern that is consistent with local goals, environmentally sound, and economically feasible.

### 1. THE NEED FOR COASTAL MANAGEMENT

North Carolina's development has been tied to its coastal region since the earliest days of European discovery and settlement. The State's population was centered on the coast during its first hundred years of development, and its coastal sounds and rivers have continued to serve as entry ports and commerce routes. The coastal region has not, over the past century, experienced the same degree of growth as the Piedmont of North Carolina. Major transportation routes have shifted inland and with them population and economic centers of the State. But recent increases in tourism, second home development and industrial locations have created a new growth trend that is significantly



impacting North Carolina's coastal region. This trend is largely responsible for the enactment of Federal, State, and local legislation to responsibly manage the coastal region's vast natural and economic resources, and to protect the resources essential to the area's long term vitality.

## 2. FEDERAL LEGISLATION: FCZMA

The major objective of the Federal Coastal Zone Management Act of 1972 (Public Law 92-583) is to encourage coastal states to develop a management program that guides the public and private use of lands and waters in the coastal zone. The Federal Act is administered by the U.S. Department of Commerce which is authorized to make grants to coastal states for development and administration of their program. In addition to providing the major source of funds for program development and implementation, FCZMA offers federal agency consistency, specific planning, research, and acquisition funds.

The Governor of North Carolina, in accordance with FCZMA, designated the Secretary of Natural Resources and Community Development to receive federal grants and to develop and implement the State's coastal management program. The resulting CAMA plan is an integration, by the Secretary of DNRCD, of state and federal statutory requirements.

## 3. STATE LEGISLATION: CAMA

North Carolina's Coastal Area Management Act of 1974 (Article 7, G.S. 113A) establishes a cooperative program of coastal area management between local governments and the State. The Program consists of two major stages, Phase I of planning and Phase II of implementation.

The first phase, planning, involves three elements. (1) Land use planning required by CAMA. (2) The designation for special management of areas of environmental concern. (3) Preparation of the State Coastal Plan required by North Carolina's participation in the federal coastal management program. Most of Phase I has been completed.

Phase II, implementation, includes: (1) The permit program established in areas of environmental concern. (2) The local

implementation of land use plans in which Manteo is presently involved. (3) The various procedures for coordinating this comprehensive coastal program among the various federal, state, and local government agencies. CAMA requires that each land use plan be consistent with the State guidelines that have been adopted by the Coastal Resources Commission (CRC) (G.S. 113A-107 and 108).

#### 4. THE PURPOSE OF MANTEO'S LAND USE PLAN

Manteo's Land Use Plan defines the lifestyle and type of development that local residents want. It protects the well-being of Manteo by describing and organizing the following issues:

- 1) Federal, State, and local projects are coordinated by a comprehensive development plan. The Land Use Plan will prevent inefficiencies such as a local municipality ripping up newly paved streets to put in sewer lines as a result of two projects' implementation without cooperation. Time, monies, and manpower will be saved through the overall coordination of goals that the plan provides.
- 2) The Goals defined in Manteo's Plan clarify for State and Federal funding sources the Town's development intentions over the next ten years. Agencies can fund projects more easily because of the Goals and land classification provided by the Plan. By clearly outlining its development intentions, Manteo also reduces any outside imposition of programs or development inconsistent with its goals. The Town can control its own development rather than remaining subject to non-local interests.
- 3) The Land Use Plan clarifies community goals to local leaders through citizen participation programs. Specific strategies for accomplishing each goal are also outlined in Manteo's Plan. They can be implemented by local organizations and individual efforts.
- 4) The Land Use Plan helps Manteo evaluate the costs and benefits of various development alternatives. Because Manteo's property tax is a major generator of revenues for

financing services and facilities, the Town must choose development patterns that maintain a strong market value of the land within its jurisdiction. Through guiding such development decisions, Manteo's Plan protects and improves the well-being of Town residents.

- 5) Manteo's lifestyle and economy will be enhanced by its Plan's protection of the natural resources important to both residents and tourists. Marshes, for example, are an important visual amenity to residents and tourists, in addition to being economically vital to fish production in the area.

The Land Use Plan for Manteo will be updated and revised every five years in accordance with local changes and the State's Land Use Planning Guidelines.

#### 5. LAND USE PLANNING GUIDELINES FOR MANTEO

The State Guidelines provide an outline that local governments, including Manteo, can use in identifying local land use problems and issues, developing alternative strategies for solving the issues, formulating policies, and selecting methods of implementation. All local plans include (1) a summary of data collection and analysis, (2) an existing land use map, (3) policy discussion, and (4) a land classification map. Manteo has organized its plan to include the above minimum requirements. Its major emphasis supports the CAMA requirements for a citizen participation program. The format for Manteo's Land Use Plan follows a goal based citizen participation program in an effort to use a community planning form already familiar to Town residents. The plan is structured around a goal setting process begun in a Fall 1980 survey. It identified six major development goals that townspeople want to accomplish for their community. The Land Use Plan for Manteo is organized under those six goals to provide townspeople a clear, familiar outline for achieving their goals in cooperation with the CAMA.

I. GOAL ONE: DEVELOP A NEW PURPOSE FOR THE DOWNTOWN

GOAL ONE  
DEVELOP A NEW PURPOSE FOR THE DOWNTOWN

DISCUSSION OF ALTERNATIVES

Manteo recognizes that its past function as a mercantile center for the Outer Banks needs to be altered if the Downtown district is to have significant economic value. Alternative functions considered include the following:

1. The Town could develop an historically based, low-key tourism program designed to attract day visitors from the beaches. The program would be organized to bring economic benefits to Manteo within minimal disruption of existing lifestyles.
2. The Town could develop a tourist oriented, Elizabethan theme village similar to Old Salem, North Carolina or Williamsburg, Virginia. Financial benefits from tourism would result, but local lifestyles would be sharply altered to accommodate visitor activity.
3. The Town could accept the slow decline of its downtown district and concentrate development efforts in other parts of the municipality.
4. The Town could assist existing businesses in the Downtown by recruiting new specialized businesses to the district. Additional governmental and professional offices could also be recruited to revitalize the downtown.

ALTERNATIVE SELECTION

The Town selects alternatives one and four. A discussion of each follows in the order of importance to the townspeople.

OBJECTIVE 1: DEVELOP LOW KEY TOURISM DOWNTOWN

Because the Outer Banks already brings tourists to the area, Manteo is in an ideal location to attract day visitors from the flow of tourists currently passing through the Town. Tourism can provide the economic boost needed to make downtown commercial development profitable and thereby support local services otherwise unavailable to a town Manteo's size. Sixty-five percent of the residents surveyed favor developing a tourist attraction in the downtown, and most want historically based attractions in

Manteo that capture rather than destroy the Town's existing character. Suggestions include a small inn, the Elizabethan ship, and shops where arts, crafts, and Outer Banks' traditions are demonstrated.

#### IMPLEMENTATION POLICIES

- A. Overall Tourist Strategy: The tourism plan will be based on the celebration of the 400th Anniversary of the Roanoke Colonies (See Goal 4), the building and docking of an Elizabethan Ship on the Manteo Waterfront, and the development of an interpretive "living/learning" center that stresses the lofty dreams and everyday life in the Manteo area for the past four centuries. A discussion of alternative tourist plans and a detailed explanation of the low-key, historically based strategy that was chosen are contained in A Plan for the Next Phase of Manteo's Development. The implementation of the plan contained therein is the major means of fulfilling this policy.
- B. A Theme: The Town will develop its tourism program around the theme "Come Sit on our Front Porch, Let Us Tell You of the Dreams we Keep." The choice and use of this phrase are explained in A Theme for the Future.
- C. Inter-Agency Forum: The Town's representatives to the Dare County Tourist Bureau will continue to advocate the county-wide and inter-agency adoption of a tourist strategy that is historically honest, low-key, participatory and respectful of the environmental limitations of the area.
- D. Publicity: The Town, in cooperation with the Bureau and other agencies, will regularly publicize public events and activities. Those efforts will be focused on the historically based events initiated by the Quadricentennial Celebration. Town publicity releases will stress the history of the area, the participatory strategy of a living history like the ship, "Elizabeth II," and the theme "Come Sit on Our Front Porch and Let Us Tell You of the Dreams We Keep."
- E. Information: A town-sponsored volunteer committee charged with printing and distributing weekly information guides will provide tourist oriented maps and activity schedules that will be available at Town Hall, the Dare County Tourist Bureau, area motels, restaurants and local media publications.
- F. Signage: The Town, with assistance from the State Department of Transportation, will provide clear signage of 64 marking major entrances to the downtown area. The signs will be in accordance with Town zoning regulations covering signs and outdoor advertising structures, and the traffic circulation patterns established to accommodate increased tourist visitation during the Quadricentennial activities.

#### OBJECTIVE 2. ASSIST EXISTING BUSINESSES BY RECRUITING NEW BUSINESSES TO DOWNTOWN

As businesses and services have moved from the downtown, Manteo has lost its sense of a central district. The downtown

and Highway 64 both provide necessary functions, yet neither fulfills all the community needs. Sixty-four percent of the residents surveyed think there is a need for new business in Manteo. Thirty-five percent think a department store is needed most. There is concern, particularly among the elderly, about the lack of some basic services within the walking area of the downtown. Forty-eight percent of the townspeople surveyed say stores moving from downtown is a serious or very serious problem, and 49% say the lack of a grocery store downtown is a serious or very serious problem. But the downtown cannot compete with Highway 64 for basic needs businesses. To provide the services townspeople want will require recruiting specialty stores downtown that satisfy both tourist and local needs.

#### IMPLEMENTATION POLICIES

- A. Business Association: In the Fall of 1981, the Town will sponsor a forum for the establishment of a business association whose main purpose is support of existing, and encouragement of new businesses in Manteo. Projects initiated by the business association will include business recruiting, the development of an investment company, exchange of promotion strategies with other organizations, and the development of cooperative arrangements between businesses on Highway 64 and the new specialty stores downtown.
- B. New Businesses: Business recruiting, coordinated by the newly formed business association, will be partially based on the economic feasibility study for the town's Quadricentennial facilities. High priority will be given to local resident needs in the downtown area such as convenience foods stores and banking. But local priority must be measured with the Town's dependence on tourism and governmental functions downtown. Specifically, the Town Administrative Assistant will provide technical assistance regarding local preferences, economic feasibility and site planning in locating new businesses downtown and on Highway 64. An emphasis will be placed on recruiting specialty stores and professional offices.  
Special attention must be made to overcome the haphazard development along Highway 64 by clustering development to share parking, curb cuts and signage. Technical assistance to potential businesses and to existing ones doing renovation will be provided by the Town Administrative Assistant to help businesses and the public save money, reduce visual clutter, and minimize the danger of congested strip development. In addition, by providing water and sewer along Highway 64, the Town will further encourage clustering of strip development.
- C. Downtown Inn: With increased tourism, a downtown inn will become more feasible. Manteo presently houses an average of

300 visitors per day in its hotel and tourist home facilities. These units remain near full capacity throughout the tourist season, so an expansion of hotel facilities will be necessary to meet increased tourist needs. A 50 room inn in the downtown district will increase the Town's hotel capacities to serve 450-500 people per day. This will be sufficient because of the primarily day-visitor focus of Manteo's development. An inn in turn will increase tourist trade on the waterfront and encourage use of marina facilities by boat traffic. The Town Administrative Assistant will advertise the economic feasibility study, identify sites for interested developers, and promote the overall plan which will give the downtown inn a unique waterfront location as part of a village atmosphere.

- D. Public Facilities: Manteo's development of public facilities related to the Quadricentennial, (Goal 4) and Downtown revitalization (Goal 2, Objective 1), will increase downtown property values and make land presently unused or underused more attractive to investors. This will attract new businesses to the district. The Town will encourage new business development by the construction of public facilities to attract more tourists.



II. GOAL TWO: PRESERVE AND ENHANCE THE CHARACTER OF MANTEO  
THROUGH COMPREHENSIVE PLANNING FOR THE TOWN'S FUTURE.

GOAL TWO  
PRESERVE AND ENHANCE THE CHARACTER OF MANTEO  
THROUGH COMPREHENSIVE PLANNING FOR THE TOWN'S FUTURE

DISCUSSION OF ALTERNATIVES

No problem facing Manteo is more difficult than preserving the positive aspects of the existing Town as its very reason to be changes dramatically. No single problem received as much attention when alternative policies were considered. The following represent the various strategies considered as means of enhancing the existing character of Manteo:

1. The Town could encourage the demolition of older residential areas for use as commercial properties on and near Highway 64 by zoning and modifying street patterns. This has short-term economic benefits.
2. The Town could protect residential areas by establishing a Preservation Commission, encouraging infill development in the older sections of town and through zoning.
3. The Town could upgrade the waterfront with improved launch, boardwalk, and marina facilities.
4. The Town could develop a balanced transportation plan relying on a variety of modes to minimize the impact of the automobile.
5. The Town could divide tourist activities from resident activities by providing separate facilities thereby avoiding the disruption and congestion associated with the tourist season.
6. The Town could continue to rely on the automobile as a single mode of transportation as it has in the recent past.
7. The Town could provide public facilities with multiple functions for use by local people and tourists.
8. The Town could encourage citizen involvement in action programs that rely on self-help activities.
9. The Town could encourage citizen involvement in education programs to inform them about the land use and community development plans.
10. The Town could involve citizens in an ongoing process of evaluating the impacts of tourism and implementation of the proposals included herein.

11. The Town could develop a growth pattern with a suburban density.
12. The Town could maintain its friendly small village atmosphere with infill development and clustering where urban services are already provided.
13. The Town could preserve the natural resources and rural areas in and around Manteo by continuing to oppose piecemeal rezonings at the county level.
14. The Town could seek extraterritorial jurisdiction to maintain the fragile natural areas, and the rural density of development immediately outside the town. This would be a more efficient and economical growth pattern in the long run if developed in conjunction with infill and clustering mentioned above.
15. The Town could prohibit development in flood prone areas.
16. The Town could develop a flood damage prevention plan to minimize the water damage to waterfront facilities in its village center.
17. The Town could develop an energy conservation plan that relies on low technology and self-help programs to reduce energy consumption in Manteo.

#### ALTERNATIVE SELECTION

The Town chooses to pursue alternatives two, three, four, seven, eight, nine, ten, twelve, fourteen, sixteen, and seventeen.

Detailed discussions of each alternative follows.

#### OBJECTIVE 1: UPGRADE THE APPEARANCE OF THE WATERFRONT

Currently, Manteo's strongest natural asset is its connection to the water. To preserve and enhance Manteo's qualities for both townspeople and visitors, this connection must be maximized. Thirty-three percent of the people surveyed believe that the rundown waterfront is a serious or very serious problem, 53% feel there is a need for maintenance, expansion, or beautification of the Town launch and dock facilities, and 63% see the need for a boardwalk along the waterfront as a problem. At a recent town meeting, a great deal of interest was expressed over developing the Town's marina facilities for both local residents and visitors.

Improved marina facilities will act as a visitor attraction and add an economic boost. Waterfront development of a boardwalk and marina facilities will strengthen the area's importance as a major asset to Manteo.

#### IMPLEMENTATION POLICIES

- A. Boat Ramp: Over half the residents interviewed expressed the need for maintenance, expansion and beautification of town launch facilities. Because there are only three public boat launches presently on the Island, including the badly deteriorated one in Manteo's jurisdiction downtown, the Town will repair the boat ramp in conjunction with boardwalk improvements in the Summer of 1981. Additional needs for town launch facilities including an alternative ramp location and parking for twelve cars and trailers will be included in the waterfront development plan presently being drawn. This will improve the availability of public access to Shallowbag Bay.
- B. Waterfront Development: The Town will increase public waterfront development by receipt of easements, gifts of land and purchase, and development of key parcels (see C. Boardwalk, below) within a block of Queen Elizabeth Avenue. Two oil storage tanks on the waterfront form a man-made hazard. The owner, Roanoke Oil Co., has agreed to relocate the tanks outside the downtown district.  
The proposed public facilities include an exhibition hall, an interpretive center, a visitor center, parking, a location for the "Elizabeth II" and a boat building center. These should, in turn, attract mixed commercial and residential development. Provision for such mixed uses presently exists in the Manteo Zoning Ordinance (Section 7.04, Permitted Uses).
- C. Boardwalk: The Town will construct a boardwalk along the downtown waterfront that links public facilities, commercial structures, parks and parking lots. The boardwalk project, funded by the Town and the Heritage Conservation and Recreation Service (HCRS) will form a primary pedestrian route for recreation and shopping between the town launch and the Creef/Davis Marsh. Construction will begin in 1981.
- D. Community Facilities: Facilities built specifically for the Quadricentennial will be utilized by the Town after the Celebration. The Interpretive Center, for example, will be organized for visitors to "learn by doing" activities. In addition to activity around the "Elizabeth II," smaller boats of local historical importance such as the Creef boats, (Sharpie, Shallowbag Shadboat and Speedboats) will be used for waterfront tours and fishing/crabbing demonstrations. Through such activities tourists will observe and experience the lifestyles, past to present, of Outer Bank's culture. The Center's focus would shift after 1987 to primarily local activities, such as craft demonstrations and fishing. A Plan for the Next Phase of Manteo's Development lists these facilities and appropriate functions.
- E. Marina: The Town will improve its marina facilities for both

local residents and tourists by repairing damaged structures and improving bath facilities in accordance with A Plan for the Next Phase of Manteo's Development, the Zoning Ordinance and requirements of the Federal Flood Insurance Administration. The Town Board will investigate ways to improve the operation of the Marina. These include leasing the facility to a private operator, sponsoring a boating club and/or increasing docking fees. A decision will be made on the operation of the facility by 1982.

## OBJECTIVE 2: PROTECT RESIDENTIAL NEIGHBORHOODS

People in Manteo are very attached to their town and their neighborhoods. When interviewed, 65% of the people expressed quiet, peaceful small town qualities and social interaction as the best things about their neighborhoods. Thirty-four percent of the people surveyed found protecting neighborhoods from commercial development to be a serious or very serious problem. As Manteo attracts more visitors, the Town must be careful to preserve its neighborhoods, which are so important to residents.

### IMPLEMENTATION POLICIES

- A. Old Town Neighborhood: As commercial development increases on Highway 64 and in the downtown area, the residential neighborhoods between the two business districts, bounded on the south by Fernando Street and the north by Ananias Dare Street, will be threatened. The Town will protect the quality presently existing in those neighborhoods through the Zoning Ordinance (Section 7.01-7.05), and adherence to A Plan for the Next Phase of Manteo's Development.
- B. Natural Hazards: Several neighborhoods need precautionary strategies against natural hazards. Most of the Old Town neighborhood and downtown business district are located in a 100 year flood hazard area outlined on the Federal Flood Insurance flood rate map. The businesses and homes along Fernando, Agona and Old Tom Streets are flooded every few years by seasonal wind tides. The Town will supply information on safety precautions and Federal Flood Insurance Standards at Town Hall. The Town building inspector will advise residents and notify them of construction not adhering to Federal Flood Insurance standards.
- C. Preservation Commission: The Town Board of Commissioners will form, during 1982, an ordinance which establishes a historic properties commission under the enabling legislation enacted by the North Carolina General Assembly. The Commission will initially study the Town's older neighborhoods that are impacted by commercial development downtown and on Highway 64. Their study will include an inventory of significant structures, residential and commercial, within Manteo's jurisdiction.
- D. Street Access to Downtown: Following traffic circulation studies by the State Department of Transportation and the

planning team in 1981, certain streets will be designated as major and minor entrances to the downtown waterfront district. The specific streets, and necessary improvements, will be planned and mapped by 1982. The major criteria for designation will be protection of residential neighborhoods. The evaluation process outlined in Goals for Manteo (Goal 2, Objective 4-A) will include annual citizen review of traffic circulation in town and its impact on surrounding neighborhoods.

- E. Zoning Conflicts: Neighborhoods and individual residences adjacent to development on Highway 64 are potential areas of conflict because they are located within a B-2 general business zoned district of Manteo. Although some residents may prefer to sell their property because of increasing land value, and relocate, the Town will insure their protection through enforcing buffer zone requirements set forth in the Manteo Zoning Ordinance (Section 7.05-D) and by continuing to support efforts to establish a one-mile extra-territorial jurisdiction (Goals for Manteo, Goal 2, Objective 7). The residential areas adjacent to downtown will be rezoned residential and/or residential/commercial to insure their protection from adjacent business districts.
- F. Zoning Process: Proposed changes that affect residential neighborhoods within Manteo's jurisdiction must be reviewed by the Planning Board to insure accordance with zoning law and the neighborhood preservation strategies outlined in A Plan for the Next Phase of Manteo's Development.

### OBJECTIVE 3: MINIMIZE THE AUTOMOBILE'S IMPACT ON THE TOWN

When asked about the most serious problems in Manteo, residents surveyed cited automobile related problems most frequently. Fifty-one percent found downtown parking to be a serious or very serious problem; and 45% found traffic congestion to be a serious or very serious problem. If not carefully planned for, increased visitor traffic will make this already serious problem intolerable.

### IMPLEMENTATION POLICIES

- A. Circulation: The Town will develop a traffic circulation plan based on 1980-81 studies done by the North Carolina State University Design Team for the Quadricentennial Feasibility Study and the 1980-81 studies by the North Carolina Department of Transportation.
- B. Alternative Transportation Systems: Manteo will continue to support the use of alternative transportation systems in Dare County. Specifically, the Town will contribute \$2,500 to the 1981 summer bus shuttle in a joint effort of local Dare County municipalities.  
To encourage the use of bicycles in Manteo, the Town will sponsor a yearly Bike Inspection Day to inform residents of

safety habits and bike maintenance. At this or a separate yearly event, a bike rider's award will be presented to the towns person who has best exemplified the safety and conservation habits of bike transportation.

- C. Separation of Tourist and Town Parking: The traffic circulation plan will specify a separation of town and tourist parking facilities to accommodate resident needs such as access to the Post Office and Town Hall. Downtown residents, especially those residing in mixed commercial/residential structures, will be provided a separate parking lot, so that on-street spaces downtown presently used for long-term parking can be regulated as short-term spaces. Alternative sites for long-term parking designation include the town lot beside Bicentennial Park and the town lot adjacent to the boat ramp. See A Plan for the Next Phase of Manteo's Development for further guidelines regarding town and tourist circulation patterns.
- D. Development Patterns and Safety on Highway 64: Highway 64 supported an average of 9,400 cars per day in 1980 which is well within its design capacity for 21,600 vehicle trips per 24 hours. Increasing tourist traffic will not exceed the road's design capacity over the next ten years but increasing tourist traffic will aggravate congestion problems. As Highway 64 becomes increasingly congested, the Town Board will minimize traffic hazards by encouraging cluster development using the following means: providing only water and sewer to businesses within the town limits, enforcing the sign ordinance, reducing the total parking requirements for cluster developments, protecting non-commercial areas of Highway 64 with the existing zoning ordinance and opposing any commercial development on the north end of Roanoke Island outside the area presently serviced by water and sewer.

**OBJECTIVE 4: ENCOURAGE CITIZEN PARTICIPATION IN TOWN PLANNING**

Manteo residents have expressed concern for the future of their town and recognition of its heritage. Forty-six percent of those responding to the survey would like to be more involved in planning Manteo's future. Sixty percent of those surveyed feel that the need for town planning is a problem. It is important that all town residents have equal opportunity to participate in land use or other public decisions that will affect them. Townspeople should be involved in Manteo's planning process by projects such as self-help programs, news media coverage, periodic surveys, mobile exhibitions, planning workshops, task-oriented committees, volunteer services for the Quadricentennial, public meetings and other activities aimed at building community equality, respect, solidarity and spirit. The overall aim of the town planning process is to transfer the control of that process from outside professionals to townspeople and their technical assistants.

## IMPLEMENTATION POLICIES

- A. Annual Review: As Manteo makes policies for the future, its citizens will be continuously involved. Every fall, after the tourist season, questionnaires will be sent to each Manteo household to evaluate the positive and negative effects of tourism that year. Within a month of sending the questionnaire, a town meeting will be held to discuss the previous season's impacts and determine the plans for the upcoming year. The meeting will be held well in advance of the upcoming tourist season to allow for policy changes. Results of the questionnaire and town meeting will be carefully monitored from year to year. The planning team will provide the initial questionnaire format for Fall 1981, and the questionnaire will be included with Manteo's October water bill. A volunteer committee, from the Planning Board, will be responsible for administering and tabulating the questionnaire. The Town Administrative Assistant will prepare the summary and make preliminary recommendations to be discussed by the Planning Board and approved by the Town Board.
- B. Citizen Committees: For each of Manteo's six major goals, a citizen committee, headed by a member of the Planning Board, will be set up to follow through on objectives and implementation policies. The Town will involve elderly, black, handicapped, teenage, and other special interest groups in the implementation of policies and facilities specifically related to their needs. The Town will also set a goal of recruiting 400 volunteers, in honor of the Quadricentennial, to form the citizen committees. The "Manteo 400" will coordinate their activities with each other and with the 400th Celebration schedule.
- C. Community Meetings: In addition to required public hearings, community meetings will be held to discuss Manteo's goals and alternative policies. Citizen input will be encouraged monthly through questionnaires on specific issues; newspaper coverage of planning decisions related to Manteo's Land Use Plan and the 400th Anniversary; and information concerning the planning process available in Town Hall.
- D. Planning Team: The Planning Team will live in Manteo April-August of 1981. They will work in a storefront office, as they did in 1980, open to residents' questions and input at least 40 hours per week.
- E. Teenagers: A questionnaire will be distributed to high school students in an attempt to determine the special needs of teenagers in the Manteo area and to involve them in the community development process.
- F. Elderly: The planning staff will meet with the XYZ Club and Golden Age Club to assess the needs of the elderly and to involve them in the plans for the Quadricentennial Celebration and waterfront development.
- G. Handicapped: The facilities being planned for the Quadricentennial Celebration will provide access to the events and the waterfront for handicapped citizens. Special attention



is being given to their needs in the first phase of the waterfront to guarantee that someone in a wheelchair can move from one of the boardwalks to the other.

- H. Low-Income and Minorities: Low income and minority citizens typically do not participate in community planning because they do not have the time and financial resources to do so. A Plan for the Next Phase of Manteo's Development details the ways to involve these groups in housing rehabilitation, community improvement projects and job location. This plan will be implemented by 1984.
- I. Draft Review: Draft copies of Goals, Objectives and Implementation Policies for Manteo will be circulated to local officials for review. Revised copies will be distributed to all residents in Manteo, and applied to the Land Use Plan for Manteo.
- J. Review of Goals: The Town will conduct an annual review of the Goals for Manteo report to insure the effectiveness of each policy strategy. The Planning Board will evaluate at that time the effect of the policies on land use changes that have occurred or may be anticipated. The Board shall either make a finding that no changes are necessary or make recommendations for necessary changes.
- K. Education: The Town considers this type of active involvement the best process for public education on planning issues. In addition, the Town will publish several public reports to be distributed to each household on critical planning and implementation strategies. This will begin in the Summer of 1981.
- L. Current Local Policies and Regulations: Manteo is organizing local development regulations into a central file that is easily accessible to townspeople and local officials for review and cross referencing. The Town Administrative Assistant will compile all land use codes into a planning file system located in Town Hall.  
Development plans will be more responsibly reviewed by the Planning Board and involved citizens, if Manteo's policies are cataloged in one source. Properties that fall under two codes, for example, such as mobile homes which are controlled by both the Town Code and Flooding Ordinance, will be easier to understand. The following listing includes existing plans and policies having significant implications for land use:
  - 1) Dare County Land Use Plan was developed in 1975 in accordance with the CAMA. It is presently being updated by Lee Downey of William and Works as required by the CAMA.
  - 2) Town of Manteo Zoning Ordinance was prepared by the Manteo Board of Commissioners, and enacted in 1979. A building regulation was added to the Zoning Ordinance in 1980 giving the Planning Board and Zoning Board the power of technical review of all construction in the Town requiring a building permit.
  - 3) The Town Code consists of detailed regulations. It includes explicitly defined governing policies concerning the following Town issues: Animals and Fowl, Buildings,

Civil Emergencies, Demonstrations, Parades and Picketing; Fire Protection, Garbage, Refuse and Vegetation, Licenses, Offenses--Miscellaneous, Policy Department, Streets, Sidewalks and Public Places; Taxation and Fiscal Provisions, Taxicabs, Trailers and Trailer Parks, Vehicles and Traffic, Water, Sewer, and Sewage.

- 4) The Flood Ordinance includes restrictions on construction in low areas and on special structures such as trailers. Hazard Flood Areas are identified by the Town's Flood Insurance Rate Maps.
- 5) Planned Unit Development. Central control mechanisms have been established for land development. They are outlined in Section VIII of Manteo's Zoning Ordinance.
- 6) Manteo Community Development Program. Manteo applied in 1979 and 1980 for C.D. Block Grant funding but did not qualify. Repair of 23 deteriorated units and removal of 11 dilapidated units was recommended in last year's application, as well as installation of sewer lines that the Town is now completing to all annexed areas.

The Town of Manteo enforces its plans and policies through the general ordinance making powers granted to its Board of Commissioners by the State. The Board of Commissioners has exercised this power by enacting a comprehensive zoning ordinance, town code, and by 1982, a land use plan under CAMA guidelines. The Board of Commissioners designated a six-member Manteo Planning Board as the planning agency to review and administer Manteo's Zoning Ordinance. One member, the zoning administrator, has all the necessary authority to administer and enforce the Zoning Ordinance and State Building Code. (Article IX, Section 9.01, Manteo Zoning Ordinance).

#### OBJECTIVE 5. BLEND LOCAL AND VISITOR ACTIVITY

Despite the overwhelming support for the development of tourist attractions downtown and celebration of the Quadri-centennial in Manteo, residents are concerned that the Town not be taken over by tourists. As Manteo makes a commitment to tourism, it is essential that local lifestyles be carefully protected. The image the Town conveys should be honest; it should be clear that townspeople wish to share their town with visitors, not give it to them.

#### IMPLEMENTATION POLICIES

- A. Annual Review: The satisfaction of permanent town residents will be of primary importance in planning resident and visitor interaction. The annual review of each tourist season procedure outlined in Goals for Manteo (Goal 2, Objective 4-A) will insure a continuous monitoring of town/tourist relationships.
- B. Double Functions: Certain facilities proposed for the 400th

Anniversary will be designed to accommodate both town and tourist activity. The purpose of the immediate double function of many facilities is to insure their usefulness to the Town after the close of the Quadricentennial. The proposed tourist interpretive center, for example, can also function as a Town Community Center. Demonstrations of local crafts and some local events could be scheduled in conjunction with tourist oriented activities. The boat building center for the "Elizabeth II" will also include constant interaction of tourists and local shipbuilders. All proposed 400th facilities and alternative town uses are outlined in A Plan for the Next Phase of Manteo's Development. Each proposed activity and public facility in the Town will be reviewed by the Planning Board to evaluate its consistency with guidelines for town/tourist interaction set forth in the Manteo Development Program.

OBJECTIVE 6. MAINTAIN THE FRIENDLY SMALL TOWN ATMOSPHERE OF MANTEO

When asked about Manteo's best things, residents surveyed expressed friendly people, small town qualities, and quality of living most frequently. As one resident noted, "I'm not sure what it is, but there's a magic about this place." As Manteo makes a commitment to share this magic with visitors, townspeople must be certain that the qualities so important to their lifestyle remain. See the Economic Analysis for a detailed listing of recommended tourist and other retail services.

IMPLEMENTATION POLICIES

- A. Day-trip Visitors: To maintain its present small town quality, Manteo will develop facilities designed primarily for day visits. Tourist facilities and related functions that prevent daily residential activity such as post office visits or parking access to governmental offices are not acceptable to Town development objectives.
- B. Types of Development: Manteo will permit single family, multi-family, commercial and institutional land uses within the town under the terms of the Zoning Ordinance and natural constraints to development outlined in the Land Use Plan for Manteo.
- C. Location of Development: The town encourages controlled growth, reuse of downtown, infill of undeveloped lots within the present town limits, and clustered strip development on Highway 64, consistent with the Town Zoning Ordinance and the Land Use Plan. Commercial, public, multi-family, or single-family attached developments shall be planned and located so as not to interfere with surrounding existing residential development. To guarantee this development pattern, the Town will continue its efforts to exercise extra-territorial jurisdiction (see 7 below). Manteo's development plans should promote the growth and development of the Town as a predominantly single-family residential community.

Population trends and resulting Town development patterns were studied to determine future growth projections, and to decide the type and amount of development preferred by townspeople. Manteo's population growth from 1940 to 1980 was analyzed, but the Town's growth patterns were too unstable to utilize the DOA straightline projection model. Manteo's population loss and gains over the past 20 years, however, have paralleled those of the State as a whole, and the State's population is expected to steadily increase. Under the advice of the DOA State Demographic Section, (Francine Ewing), Manteo's population projections were based on the growth trends occurring over the past ten years. The increase of tourism and resulting economic and support population growth patterns are a major influence on Manteo's development policies. The number of overnight visitors to Dare County increased from 30,000 per day in the 1975 peak tourist season to 37,500 visitors per day in the 1980 peak tourist season, an increase of 20%. The average, two year interval increase of Dare County tourist expenditures is 194% from 1965 to 1979. Most of this expenditure applies to beach areas, but its potential forms the basis for Manteo's low-key tourism policy of attracting day visitors from nearby locations. Based on economic, tourist and resident growth trends, a 9.8% population increase per five year period has been estimated to 1995.

<u>Year</u>	<u>Population</u>	<u>% Increase</u>	<u>Additional Residents</u>
1980	1327	9.8%	
1985	1392	9.8%	+ 65*
1990	1463	9.8%	+ 71
1995	1541	9.8%	+ 78

#### MANTEO POPULATION PROJECTIONS 1980-1995

\*Increase is figured on the 664 population base preceding the 1979 population increase from annexation.

Population Source: U.S. Census Bureau

Manteo almost doubled its population from annexation in 1979. The Town does not anticipate annexation during the five year planning period, and will protest development of any outlying areas to an intensity requiring urban services. The Town will continue to provide water and sewer services only to facilities within the Town's corporate limits.

Soil limitations will also dictate location of development. The predominant soil in the downtown waterfront and Highway 64 areas is the Onslow series. It is moderately well drained and the seasonal high watertable is between 18 to 36 inches below the soil's surface. Limiting factors for development on this soil are flooding by seasonal wind tides and a limiting surface layer of loamy sand that should be removed or dispersed where it occurs densely. Septic limitations are a minor constraint to development because of Town sewer extensions to those areas. Another commonly occurring soil in Manteo's planning area is the Hobonny series. The Hobonny soils include the marsh areas bordering Shallowbag Bay. These soils are severely limited for most uses other than wildlife habitat. Pockets of Madeland (pumped or dredged soil material) exist adjacent to the Hobonny soil areas along the southeastern border of the Town's jurisdiction limits. Trailers and houses are being built on these pockets because of the Bay access, but constraints to dwellings, streets and septic tank filter fields are severe. The Town will provide water and sewer extensions to all sites within its jurisdiction which will help reduce the dangers of groundwater contamination.

- D. Timing of Development: Timing of development will parallel that of Quadricentennial activities and the capacity of the Town to provide water and sewer services to additional projected development. Water and sewer capacities will not be expanded to a capacity greater than that required to accommodate projected permanent or peak populations nor will the Town allow development that will exceed the Town's ability to provide adequate water and sewage treatment.

A water and sewer facility feasibility study for Manteo was conducted in 1976. Water supplies for Manteo were projected to be "unlimited" once the Town hooked up with the Dare County water system, which it did in the Summer of 1980.

The Town recognizes that the long term reduction of ground water quality and supply is a critical problem to the entire coastal region. Manteo will continue to monitor the quality and supply of its water resources and will avoid potential local contamination of groundwater by checking soils and watertable levels in hazard areas and dump sites. The Town will also continue to support the State of North Carolina's efforts to minimize depletion of, contamination of, and salt water intrusion into the groundwater supply.

The capacity of Manteo's sewer treatment facilities is not as clear. There is no metering system for the existing facilities but the system is estimated to treat 250 thousand gallons of sewage in a 24-hour period. The Town has experienced problems with the system overflowing into Shallowbag Bay in recent years, but this problem should be alleviated when improvements presently underway increase the capacity in 1981.

The Town estimated that the facility would have 20% of its capacity underutilized when these improvements are finished, but serious questions were raised about the plant's capacity to treat the waste water that will be produced by the growth anticipated to accompany the Quadricentennial. The Town Board will have an outside consultant update the capacity of the sanitary sewer system in 1981.

In addition, the Town of Manteo opposes the use of ocean out-fall as a means of sewage disposal because of cost, environmental degradation, and the inappropriate growth patterns that could result from such a system. The Town believes such a system would destroy the lifestyle and environmental quality that supports the Outer Banks through tourism. The Town will pass a resolution to this effect in 1981.

- E. Density: The density of development shall be consistent with that allowable in the Town Zoning Ordinance. Infill development strategies will be applied within the following specifications:

Residential density in the Old Town neighborhood between Highway 64 and Old Tom Street will not exceed that allowable under the present R-5 district designation, which allows a density of 15 people per acre. Population density in surrounding residential neighborhoods will not exceed that of six people per acre. Manteo's present density of 3.7 people per gross acre is projected to increase to only 4.6 people per acre by 1990, which is well within the above density criteria. It is estimated that 20% of the existing commercial buildings in Manteo's downtown waterfront district are mixed commercial/residential. An increase of that percentage is not to exceed a balance of 50% mixed commercial/residential to commercial structures. The Zoning Ordinance, Section 7.04, will be amended to include the above mixed-use requirements. It is estimated that 5% of the existing residential units in Manteo are multi-family. An increase of that percentage is not to exceed a balance of 10% multi-family units in all residential areas. The Zoning Ordinance will be amended to reflect this requirement in 1982.

- F. Use of Open Space for Small Scale Agriculture: Although there are no significant tracts of agricultural or commercial forestry land in Manteo's jurisdiction, many older residential districts in Manteo retain fragments of small scale farming such as gardens and poultry yards. Those plots, and similar spaces in more recent neighborhoods form a potential source of food production for townspeople. The Town, in an effort to inform residents of the economic gains of neighborhood agriculture, will contact the Dare County Extension Agent and horticulture agents from North Carolina State University to coordinate information programs and publications for Town residents. The Town will also modify ordinances and sections of the Town Code that are inconsistent with these and other programs that are important for the community to become more self-sufficient.

**OBJECTIVE 7: PRESERVE NATURAL RESOURCES AND RURAL AREAS IN AND AROUND MANTEO**

People in Manteo are not only fond of their neighborhoods and their town, but of the rural and natural character of their part of the island. When asked about the best things in Manteo, those surveyed frequently responded with such things as location,

climate, quiet, isolated and private. They enjoy being close to undisturbed natural areas. Of all the features in town, marshes rank as the second most important to Manteo residents. As Manteo develops in the future, it is critical that natural areas and the rural character of the north part of the island be protected.

Among the most important natural resources on Roanoke Island are the areas of environmental concern which are specifically described in the State Guidelines for Areas of Environmental Concern (subchapter 7H). The Manteo area contains the following components of the estuarine system: estuarine waters, coastal wetlands, public trust areas, and estuarine shorelines.

A. Estuarine Waters

Description: Estuarine waters are defined in G.S. 113A-113(b) (2) as "all the water of the Atlantic Ocean within the boundary of North Carolina and all the waters of the bays, sounds, rivers, and tributaries thereto seaward of the dividing line between coastal fishing waters and inland fishing waters, as set forth in an agreement adopted by the Wildlife Resources Commission and the Department of Natural Resources and Community Development filed with the Secretary of State, entitled 'Boundary Lines, North Carolina Commercial Fishing--Inland Fishing Waters,' Revised to March 1, 1965." In the Town of Manteo, this includes Shallowbag Bay and Dough's Creek.

Significance: Estuarine waters are the dominant component and bonding element of the entire estuarine system, integrating aquatic influences from both the land and the sea. Estuaries are among the most productive natural environments of North Carolina. They support the valuable commercial and sports fisheries of the coastal area which are comprised of estuarine dependent species such as menhaden, flounder, shrimp, crabs, and oysters. These species must spend all or some part of their life cycle within the estuarine waters to mature and reproduce. Of the ten leading species in the commercial catch, all but one are dependent on the estuary.

Commercial and sports fisheries of singular importance to Dare County are dependent upon the protection and sustained quality of the estuarine areas.

#### IMPLEMENTATION POLICIES FOR ESTUARINE WATERS

The Estuarine waters of Shallowbag Bay and Dough's Creek within the Town of Manteo will be conserved. Bulkheading to prevent erosion and the building of piers or wharves where no other feasible alternative exists may be allowed within estuarine waters provided that such land uses will not be detrimental to the biological and physical estuarine functions and public trust rights. Such proposed projects must include a statement of impact on existing navigation channels, shoreline erosion potential, spoil deposition below mean high tide, changes in water circulation patterns, changes in water quality standards, and effects on shellfish waters. The development of additional navigation channels should be prohibited because of the existence of an adequate system.

#### B. Coastal Wetlands

Description: Coastal wetlands are defined as any salt marsh or other marsh subject to regular or occasional flooding by tides, including wind tides (whether or not the tide waters reach the marshland areas through natural or artificial watercourses), provided this shall not include hurricane or tropical storm tides. Significant marshlands exist on the east side of Dough's Creek and in large areas edging the northeast and southeast boundaries of Shallowbag Bay. There is the notable exception of approximately 20 acres near the old Ice Plant site; this area is higher land with pine woods and an open, sandy field. A small, but significant, pocket of marshland exists directly southeast of the Agona-Fernando Street intersection. The marshlands are composed mainly of Juncus roemerianus (black needlerush) and Typha spp. (cat-tail). Significance: The expanse of wetlands bordering the south side of Shallowbag Bay is the northern portion of what is considered perhaps the finest Juncus roemerianus (black needlerush) dominated marshes remaining in the state.

The following survey taken just south of Highway 64 by the North Carolina Natural Heritage Program (Department of Natural Resources and Community Development), probably applies to the portion bordering Shallowbag Bay. Nearly pure stands of



Juncus roemerianus/Eleocharis obtusa cover about 70% of the marsh area. Other communities present are: Eleocharis parvula/Lilaeopsis chinesis in submerged areas, Spartina patens windrows, Pluchea purpurascens/Scirpus supp. on the marsh edge, and the transitional community, Spartina cynosuroides/Scirpus robustus/loblolly pine/cedar covered hummocks or "Islands" intersperse the marsh.

The Roanoke Island marshlands provide an important resting area for migrating animals and birds going between the mainland and the outer banks. The wetlands lying south of Shallowbag Bay provide important nesting, wintering, and/or feeding grounds for Black Rails, Barn Owls, Least Bittern, Marsh Wren and Clapper Rails.

#### IMPLEMENTATION POLICIES FOR COASTAL WETLANDS

All significant marshlands within the jurisdiction of Manteo will be preserved. Sufficient sites already exist for water access without breaching marshlands. Location of water-related facilities such as boat ramps, piers, docks and marinas in marshlands must be deemed to have no significant impact on the estuarine ecosystem by CAMA staff.

#### C. Public Trust Areas

Description: Public trust areas are defined as ocean and estuarine waters plus coastal streams, tributaries and lakes in which the public may have rights of navigation, access or other public trust rights, i.e. all surface waters. In Manteo these include Dough's Creek and Shallowbag Bay.

Significance: The public has rights to these areas, including navigation and recreation. In addition, these areas support valuable commercial and sports fisheries, have aesthetic value, and are important resources for economic development.

#### IMPLEMENTATION POLICIES FOR PUBLIC TRUST AREAS

Any land use which interferes with the public right of navigation, or other public trust rights which the public may be found to have in these waters, shall not be allowed. The building of piers, wharfs, marinas, or bulkheads to prevent erosion shall be allowed in appropriate locations provided that such uses will not be detrimental to the biological and physical functions and public trust rights. The develop-

ment of navigation channels in these public trust waters are not essential because of those already existing, and will therefore be prohibited. Other projects which would directly or indirectly block or impair existing navigation channels, increase shoreline erosion, deposit spoils below mean high tide, cause adverse water circulation patterns, violate water quality standards, or cause degradation of shellfish waters are generally considered incompatible with the management of public trust waters. The plans to build a bridge across Dough's Creek as part of the Quadricentennial facilities must be carefully designed and implemented so as not to do undue environmental damage.

D. Estuarine Shorelines

Description: Estuarine shorelines are all shorelines abutting estuarine waters inland 75 feet from high water. These are especially vulnerable to erosion, flooding or other adverse effects of wind and water and are intimately connected to the estuary. Because of its location on Shallowbag Bay, Manteo's future land development needs to be compatible with both the dynamic nature of estuarine shorelines and the values of the estuarine system.

Significance: Development within estuarine shorelines influences the quality of estuarine life and is subject to the damaging processes of shore front erosion and flooding.

IMPLEMENTATION POLICIES FOR ESTUARINE SHORELINES

1. All development projects, proposals, and designs in Manteo shall substantially preserve and not weaken or eliminate natural barriers to erosion.
2. The Town will comply with the Use Standards set forth in subchapter 7H of the State Guidelines for Areas of Environmental Concern (T15:07H.0200).

E. Fragile Natural and Cultural Resource Areas

Description: Fragile natural and cultural resource areas are defined as areas containing environmental, natural or cultural resources of more than local significance in which uncontrolled or incompatible development could result in major or irreversible damage to natural systems or cultural resources, scientific, educational, or associative values, or aesthetic qualities. Because of the historic archeological significance of the "Lost Colony" site and uncertainty of original settlement location, potential sites are being investigated by archeological research teams. The downtown

village of Manteo is located in close proximity to Shallowbag Bay, surrounding woods, and marshes, creating a valuable aesthetic experience.

Significance: Fragile coastal natural resource areas are generally recognized to be of educational, scientific, or cultural value because of the natural features of the particular site. Fragile coastal cultural resource areas are generally recognized to be of educational, associative, scientific, aesthetic, or cultural value because of their special importance to our understanding of past human settlement of and interaction with the coastal zone. Their importance serves to distinguish the designated areas as significant among the historic architectural or archaeological remains in the coastal zone, and therein establishes their value.

#### IMPLEMENTATION POLICIES FOR FRAGILE NATURAL AND CULTURAL RESOURCE AREAS IN MANTEO

1. The Town recognizes that much of its residential and tourism attraction is dependent on the closeness and accessibility of natural areas. The Town will retain unobstructed views to Shallowbag Bay and adjacent marshes during its waterfront development project. These natural features juxtaposed with the village create a unique and valuable aesthetic experience. Construction on sites near AEC or fragile areas will utilize views to and protect their existence. The proposed shipbuilding site on Fernando Street, for example, abuts a small marsh pocket. A plan has been drawn for the site that includes an observation boardwalk near the marsh. The walk provides people a view into the marsh and discourages them from walking through it.
2. Although the area within Manteo's present jurisdiction has a low potential for historic remains, the Town will support efforts to preserve areas of high potential for historic archeological remains all over Roanoke Island through participation in county planning decisions which affect those sites. In addition, the history of the area is heightened by the experience of crossing the bridge over Croatan Sound and entering a completely wooded area. This aesthetic experience evokes associations with the original colony and is a significant part of the experience of the Fort Raleigh Site and the Town of Manteo. It will be especially important during and after the Quadri-centennial Celebration to preserve this experience. The Town will oppose any changes in land use that will alter the aesthetic, educational and associative value of the drive along Highway 64 from Croatan Sound to the Town.

3. In an effort to preserve these above stated fragile cultural resource areas, to maintain the existing rural residential character of the north end of Roanoke Island, and to better plan for the commemorations and growth to accompany the Quadricentennial Celebration, the Town of Manteo will request that the County grant the Town extraterritorial jurisdiction. This area directly affects Manteo's development. The natural and cultural resources therein significantly influence the Town, and together, with the Town, form a logical ecological unit. Detailed planning for this area is absolutely essential for the Town to implement the Quadricentennial Celebration. The Town Planning Board will co-sponsor with the County a public meeting to discuss this and other proposals related to planning for the Quadricentennial.  
The Planning Team has identified areas surrounding Manteo which could be easily damaged or destroyed by inappropriate or poorly planned development. All fragile areas existing on the north end of Roanoke Island have been located on a 1"-1000' scale map. Fragile areas outside Manteo's jurisdiction but important to its planning process include:
  - a. Significant marshlands  
Significant marshlands located on the east shore of Dough's Creek and in large areas edging the northeast and southeast boundaries of Shallowbag Bay. Policy statements have been developed to protect the plant communities and wildlife habitats presently existing in those areas. (Goal 2, Objective 7, coastal wetlands). If Manteo is able to exercise its one mile extraterritorial jurisdiction, the above areas will be within its planning control.
  - b. Cultural Resource Areas  
Because of the archeological significance of the Lost Colony site and uncertainty of original settlement location, potential historic settlement sites are being investigated by archeological research teams. The Planning Team is developing a Potential Cultural Resources map under the guidance of David S. Phelps, consulting archaeologist at UNC-Greenville. Town and County cooperation will be essential in protecting areas of high archeological and cultural significance.
  - c. Prime Wildlife Habitats  
An active Osprey nesting site located in the marsh northeast of Dough's Creek has been mapped. The Osprey is classified as a species of special concern and should be protected. If the Town gains a one mile extraterritorial jurisdiction, the birds' nesting area will fall within its planning control.
  - d. Complex Natural Areas  
An elliptical landform located just southwest of the Manteo Airport appears to be a Carolina Bay formation. Its location on Roanoke Island is unusual and warrants further investigation. The Bay's Lynn Haven soils composition make it a potential wetlands area subject to CAMA protective regulations.

e. Prominant High Point

The unusual elevation of the Mother Vineyard area is due to a relic dune system that was active during the life of Trinity Inlet. The site is valuable because of its example of the stabilization and resulting plant community progression of a dune system. The area is also culturally important as a potential Lost Colony site. Sir Walter Raleigh's colonists used Trinity Inlet to approach Roanoke Island and may have used the area for settlement of defensive outposts. The relic dune slopes at Mother Vineyard and north to the Lost Colony Park site exceed 12% in several sections, posing constraints to development, and forming a highly erodable shoreline. The Town will oppose, through letters and other coordination efforts with Dare County, any development of these areas that threatens their significance, or adversely impacts estuarine resources.

f. Ocean Hazard Areas

Manteo's location on Shallowbag Bay is five miles from any oceanfront shoreline. Policy statements on the use of off-road vehicles and other measures relevant to Ocean Hazard Areas are not applicable to the Town.

g. Mineral Production

No potential mineral production sites exist in Manteo's corporate limits, or in the land area mapped for the Town's land classification recommendations. Policy statements on mineral production are not applicable to the Town.

III. GOAL THREE: IMPROVE COMMUNITY SERVICES TO RESIDENTS OF  
MANTEO

GOAL THREE  
IMPROVE COMMUNITY SERVICES TO RESIDENTS OF MANTEO

DISCUSSION OF ALTERNATIVES

From the 1980 Goals for Manteo survey of townspeople a list of community services most needing improvements was made. The following are the alternatives considered:

1. The Town could increase its property tax rate to provide new sidewalks and streets and increase the maintenance of existing ones.
2. The Town could continue its cooperative arrangement with the State to upgrade and maintain streets and sidewalks on the basis of a high priority list.
3. The Town could apply for a Community Development Grant to upgrade the low income housing in California.
4. The Town could initiate its own self-help program to upgrade the low income housing in California.
5. The Town could enforce its dog control ordinance by hiring a dog empoundment officer.
6. The Town could provide public information about community solutions for dog control.
7. The Town could develop a vocational training program.
8. The Town could make specific suggestions to the School Board to encourage them to offer courses to help poorly skilled residents get jobs in the area.
9. The Town could recruit additional health care personnel to the area.
10. The Town could request the local health care officials to advertise health care alternatives available to local residents.
11. The town could increase its property tax rate to provide additional law enforcement officials.
12. The Town could instruct the Administrative Assistant to respond to citizen complaints about law enforcement officials.

ALTERNATIVE SELECTION

The Town chooses alternatives two, three, four, six, eight, ten, and twelve. Implementation policies for each of these follows.

OBJECTIVE 1: IMPROVE AND MAINTAIN QUALITY OF STREETS AND SIDEWALKS

Throughout the survey, street paving and maintenance, and lack of sidewalks on Highway 64, were said to be the most serious problems currently in Manteo. Fifty-one percent said street paving and maintenance is a serious or very serious problem. Fifty-six percent feel lack of sidewalks on Highway 64 is a serious or very serious problem. There is also a problem with sidewalks downtown, which are quite narrow in some areas and cause a problem for people to pass. These problems are critical now, and must be dealt with regardless of Quadricentennial plans.

IMPLEMENTATION POLICIES

- A. Inventory of Streets and Sidewalks: An inventory of existing streets and sidewalk conditions will be done and recommendations presented to the Town Board for maintenance and improvement consistent with Quadricentennial plans and resident population growth projections.
- B. Priorities: Highest priority in street and sidewalk construction will be given to the low-income California neighborhood just west of Highway 64/264. Sir Walter Raleigh and Fernando Street extensions require the most immediate street improvements.
- C. Sidewalks on Highway 64: The Town, in conjunction with the State Department of Transportation, will continue to build sidewalks along Highway 64 to establish access from commercial establishments such as the grocery stores to neighborhoods adjacent to Highway 64.
- D. Street Trees: The Town Tree Board will inventory existing street tree conditions and make recommendations consistent with citizen preference, Quadricentennial plans and state guidelines for maintenance. This will be done during 1981.

OBJECTIVE 2: PROVIDE LOW INCOME HOUSING

Efforts should continue to upgrade the lives of Manteo's low income residents. Forty-eight percent of those surveyed found low income housing availability to be a serious or very serious problem. Housing conditions for many lower income townspeople are substandard. Although the average income in the area is higher than other eastern North Carolina counties, Dare County's poor are just as poor as people around the State. Therefore, compared to the average residents, Manteo's lower income residents are relatively worse off. As Manteo makes improvements to the Town for visitors, an attempt must be made to help low income residents improve their living conditions.



#### IMPLEMENTATION POLICIES

- A. Community Development Block Grant: The Town will continue efforts to obtain HUD assistance for housing rehabilitation in the California area through applications for Community Development Block Grant Funds' Small Cities Program.
- B. Neighborhood Association: The Town Administrative Assistant will aid the California community in developing a viable neighborhood association that can initiate self-help projects. External donations will be sought in a "fix-up, paint-up" campaign keyed to the Quadricentennial.
- C. Self-Help Projects: The Town will encourage self-help projects to inexpensively improve poor housing. If the Town is unsuccessful in obtaining HUD assistance in 1982, a local community development program similar to the Federal program but more dependent on self help, will be established by the Town Board to begin repairing housing during 1983 and 1984. The Town Board will organize a committee to raise funds for materials during each of those two years contingent upon service organizations, churches, and individual citizens in the California area providing the labor to repair their own or the housing of low-income elderly and handicapped homeowners. The details of this program will be established by the Town Administrative Assistant, the Building Inspector and a committee of residents from California to be chosen in a neighborhood meeting. In addition, the Town Building Inspector will work with absentee landlords by providing technical assistance and enforcement of the State Code to get substandard houses occupied by renters brought up to standard.

#### OBJECTIVE 3. INITIATE COMMUNITY DOG CONTROL POLICIES

It is nice, in a small town, to be able to allow dogs to run free, but in Manteo this has become a bit out of hand. Many of the older residents have complained about being knocked down by dogs; some have even been knocked from their bicycles. When asked about problems in their neighborhoods, residents cited dogs more than 10% of the time. A firm dog control policy should be adopted to relieve this problem.

#### IMPLEMENTATION POLICIES

- A. Public Information: The Town will initiate public information service efforts through a newspaper series on local animal shelters, school children protection needs, and existing Town animal control policies.
- B. Bad Dog: The Town will request that the local newspapers have a short continuing feature on "Bad Dog of the Month" to publicize chronic canine nuisances.

#### OBJECTIVE 4. DEVELOP VOCATIONAL TRAINING OPPORTUNITIES

Although nearly everyone has a job during the summer, 11% of Dare County residents are unemployed in the wintertime. Of those

residents surveyed, 45% called vocational training a serious or very serious problem. The development of a good vocational training program will be a way for residents to improve their qualifications for those jobs that are available year-round.

#### IMPLEMENTATION POLICIES

- A. Vocational Training: The Town will encourage expansion of vocational training programs offered at the high school to include instruction in appropriate dress and speech for various job situations by writing letters to appropriate school officials. Additional training would increase the opportunities for unskilled citizens to qualify for job advancement.
- B. Survey: Many lower income residents in Manteo may be unable to work because of problems other than vocational training. In 1982, the Town will conduct a survey to uncover additional needs, such as transportation to work, to establish what the major obstacles are to permanent employment for lower income residents.

#### OBJECTIVE 5. MAKE USE OF EXISTING FACILITIES AND LOCAL COMMUNITY GROUPS TO MINIMIZE PUBLIC EXPENDITURES

The current development plans for the Quadricentennial being discussed in Manteo are extensive, and although the majority of the development cost will not fall on the Town, it is important that Manteo be conservative of public funds whenever possible. To insure this, reuse of existing facilities and developed areas must be encouraged. By keeping development clustered, Manteo can avoid expansion of water and sewer lines, roads, utilities and other public services, thereby minimizing public expense and avoiding tax increases.

Manteo Schools. In addition to utilizing Quadricentennial facilities for local reuse, the county schools in Manteo provide summer and evening use potential. The Dare County Board of Education operates two public schools in Manteo, and is presently building a new high school facility.

##### Manteo Elementary: General Information

- Size of site/9.3 acres
- Grades housed/K-6
- Year built/1952-1967-1875
- Membership (1975/76)/572
- Total permanent teaching stations/24
- Mobile units/1
- 1952, four-classroom (temporary building)

##### Manteo High: General Information

- Size of site/15.8 acres
- Grades housed/7-12
- Year built/1958; additions in 1967, 1974, and 1975
- Membership (1975/76)/572
- Total permanent teaching stations/22
- Mobile units/3
- Two steel buildings

Manteo Elementary (cont.)

-Water supply system/municipal  
-Sewage disposal system/  
municipal

Manteo High (cont.)

-Water supply system/municipal  
-Sewage disposal system/  
municipal

AREA	APPROXIMATE NO. OF STUDENTS				FACILITY CAPACITIES		
	Grades	1973-74	1976-77	1981-82	Short-Range	Medium Range	Long-Range
MANTEO HIGH SCHOOL ATTENDANCE AREA	K-5	540	695	648	902	814	814 Manteo Elementary and Kitty Hawk
	6-8	332	378	486	594	528	484 Manteo High School
	9-12	363	432	506			500 New High School

Manteo Schools: Facility Utilization

Note: Capacity figures are based on 22 students per instructional space, they should be considered as approximate guidelines.

With construction of the new high school facilities Manteo will have adequate school facilities for projected demand. Projections made by the North Carolina Department of Education are based on increase in Dare County Birthrate (see Appendix B), and immigration of grades.

Average Daily Membership/Grades K-12

1975-1976	1,988
1979-1980	2,083
1980-1981	2,153
1984-1985	2,386*

\*Projection by North Carolina Department of Education.

OBJECTIVE 6. EXPAND AND IMPROVE HEALTH CARE FACILITIES

A common problem among small towns is getting and keeping an acceptable level of health care. In the survey, 44% feel the lack of health care facilities is a serious or very serious problem; 39% feel the lack of doctors and dentists is a serious or very serious problem.

IMPLEMENTATION POLICY

Although the number of practicing physicians in the area has steadily increased with the improvement of County health care services, many people still do not know what their choices of health care are. The Town will convey this information to health officials and urge them to undertake a program to inform residents of the range of existing health care facilities.

OBJECTIVE 7. IMPROVE THE QUALITY OF LAW OFFICIALS

When asked about the most serious problem in Manteo, 10% of those surveyed mentioned the quality of law officials. Although the survey questions did not elicit the details of this problem, careful attention must be paid to these concerns.

IMPLEMENTATION POLICY

Manteo's Town officials encourage citizen input in all stages of planning and decision making. Any citizens with specific problems in the area of law enforcement are encouraged to make these problems known to town leaders.

OBJECTIVE 8. MINIMIZE DAMAGE FROM HURRICANES AND FLOODS

As in most coastal communities, Manteo is ever mindful of the damage possible from hurricanes and flooding. It has taken steps to minimize that loss by providing urban services outside the flood prone areas and encouraging cluster development in the Town. The Town will request that local newspapers run a series of articles yearly, in off-tourist season, informing area residents of hurricane damage prevention measures.

IMPLEMENTATION POLICIES

- A. National Flood Insurance Standards: In those areas that are subject to flooding, primarily in the downtown district, strict adherence to the provisions for National Flood Insurance will be followed.
- B. Hurricane Evacuation Plan: In an effort to minimize the chance of loss of life, the Town will display the County Hurricane Evacuation Plan in Town Hall.

OBJECTIVE 9. DEVELOP ALTERNATIVE ENERGY SOURCES

Many citizens in Manteo complain of the high cost of utilities and frequently disrupted service. Because of location, residents of Manteo can effectively use solar energy for heating, and wind for cooling and power production.

IMPLEMENTATION POLICIES

- A. Information: The Town will display various pamphlets emphasizing low-cost techniques for energy conservation in Town Hall.
- B. 1985 Review: At the Five-Year Review, the Planning Board will address the long-term alternatives for energy production and use in the area.
- C. Conventional Energy Producing Plants: It will be the policy of the Town to not allow location of nuclear or electric generator plants within the existing corporate limits.

IV. GOAL FOUR: CELEBRATE THE QUADRICENTENNIAL OF THE FIRST  
ROANOKE COLONIES IN MANTEO

GOAL FOUR  
CELEBRATE THE QUADRICENTENNIAL OF THE FIRST ROANOKE  
COLONIES IN MANTEO

DISCUSSION OF ALTERNATIVES

One of the important challenges facing the Town of Manteo is to determine an appropriate and affordable means to celebrate the Quadricentennial of the Roanoke Colonies. Scores of proposals were made by townspeople and individuals all over the county. The alternatives that were most thoroughly discussed include the following:

1. The Town could encourage America's Four Hundredth Anniversary Committee to build and dock the replica of a Roanoke Voyage Ship, The Elizabeth II, in Manteo.
2. The Town could host key historical commemorations like the celebration of the first voyage's arrival on Roanoke Island and the birth of Virginia Dare.
3. The Town could cooperate with the Department of Cultural Resources in establishing an annual Anglo-American folk festival in Manteo.
4. The Town could participate in building a replica of an Elizabethan Village.
5. The Town could be transformed into an Elizabethan theme village.
6. The Disney World-type boat trip based in Manteo, could be developed.

ALTERNATIVE SELECTION

The Town chooses alternatives one, two, and three.

OBJECTIVE 1: BUILD AND DOCK THE "ELIZABETH II" IN MANTEO

A permanent monument to the lost colony is important to townspeople as an expression of their strong ties to the mystery and legacy of their island. Eighty-seven percent of the residents surveyed want to see the "Elizabeth II" built and docked in Manteo. The "Elizabeth II" will also be important as a major visitor attraction, establishing the annual tourist trade which is vital to Manteo's economy. It is projected that 100,000 additional visitors will be attracted to Manteo's waterfront each year that the ship is being built and docked there. This

translates into nearly twice the economic benefits that the downtown contributes to the Town in tourist business presently. This type of tourism is consistent with the townspeople's desire to attract visitors who have historic and educational, rather than diversionary and/or thrill-seeking interests. The number of visitors anticipated is also consistent with the townspeople's desire to share their history with tourists but not be overrun by them. For these reasons the docking of the "Elizabeth II," with the development of a living waterfront to tell the history, is embraced by Manteo's residents as an appropriate way both to celebrate the Quadricentennial and to continuously tell the story of Roanoke Island.

#### IMPLEMENTATION POLICIES

- A. Construction: America's Four Hundredth Anniversary Committee will raise construction funds and build the ship in Manteo. The Town will acquire the Creef-Davis boat building site in 1981 and make that site available for the construction of the ship.
- B. Location: Because 400 years ago Fort Raleigh was near the present location of Manteo and today Manteo has the facilities, the harbor, the need, and the will necessary to house the commemoration, it is a logical site to dock the "Elizabeth II." The planning team has developed priority sites for docking the ship and will work with the Committee if the members choose to locate the ship in Manteo.
- C. Waterfront: The waterfront will be refurbished by the Town of Manteo during 1981 to prepare an appropriate setting for the "Elizabeth II."

#### OBJECTIVE 2: OBSERVE KEY HISTORICAL EVENTS THROUGH DISTINGUISHED CEREMONIES

Residents of Manteo and Roanoke Island are proud of their connection to Sir Walter Raleigh's first American colonists. They consider themselves the spiritual children of the lost colony. Eighty-nine percent of the residents surveyed support holding commemorative events in Manteo, and 33% favor historically related activities such as learning history by involvement, historic reenactments, and a cultural arts festival. These events will attract thousands of visitors and national media attention, providing an excellent opportunity for local people to share their Island's important past and to extend an invitation to come and experience first hand that history.

The direct economic benefits of these ceremonies will not be insignificant (see A Quadricentennial Economic Analysis), but the primary contributions to the Town will be symbolic and long-term financial gain derived from the media exposure. The direct benefits county-wide will be more important, with the primary beneficiaries being hotels, restaurants and service stores.

#### IMPLEMENTATION POLICIES

- A. Events: America's 400th Anniversary Committee has plans for a celebration on July 13, 1984, marking the 400th anniversary of the landing of the first colonists on Roanoke Island. During this ceremony, the "Elizabeth II" will be launched. Another celebration is planned for August 18, 1987 marking the 400th anniversary of the birth of Virginia Dare. Smaller ceremonies will take place on significant dates between these two international celebrations.
- B. Location: The Town of Manteo will develop a plan to provide facilities for the various events by 1982.
- C. Coordination: The facilities will be prepared jointly by the Town, County, State, Federal and private groups. There will be an emphasis on using existing facilities and open spaces.

#### OBJECTIVE 3: ESTABLISH AN ANNUAL ANGLO-AMERICAN FOLK FESTIVAL IN MANTEO

Although responses to how the Quadricentennial should be celebrated are diverse, they center around the areas of history, folk culture, and connections with England. Suggestions by townspeople include: music, dance, cultural arts festival, and parades. North Carolina is rich in its Anglo-American heritage. In the outer banks, that heritage is very much alive, making the Anglo-American Folk Festival a natural means of celebrating the Quadricentennial.

Aside from the economic benefits (see Quadricentennial Economic Analysis), an annual Anglo-American Folk Festival will attract visitors who are sensitive to, interested in, and respectful of the history and recent culture of Roanoke Island.

#### IMPLEMENTATION POLICIES

- A. Cooperation: Manteo will cooperate with the State Department of Cultural Resources in the planning and staging of these festivals. The Town will provide contacts with appropriate local folk performers and craftsmen and will locate suitable sites for the events.
- B. New Commemorative Property: The Town will try to acquire the 20 acres of high land across Dough's Creek in commemoration of the Quadricentennial. This property will provide an ideal location for the festivals.



V. GOAL FIVE: DEVELOP A MORE ECONOMICALLY VIABLE COMMUNITY

GOAL FIVE  
DEVELOP A MORE ECONOMICALLY VIABLE COMMUNITY

DISCUSSION OF ALTERNATIVES

The realistic alternatives for Manteo to develop a more economically viable community are limited. It is largely dependent on governmental services and historically based tourism which preclude many other finance generating functions. The following alternatives were considered:

1. The Town could provide job opportunities through public funded projects for the four hundredth anniversary celebration and new commercial development accompanying it.
2. The Town could guarantee the availability of commercial and mixed use sites through zoning and the provision of urban services.
3. The Town could recruit a heavy industry to the downtown area.
4. The Town could recruit the relocation of the Christmas Shop to downtown.
5. The Town could stabilize the tax base by working with the County Commissioners to change the means of appropriating sales tax revenues.
6. The Town can recruit small industries and specialty shops consistent with the character of the waterfront to the downtown area.

ALTERNATIVE SELECTION

The Town chooses alternatives one, two, five and six. A discussion of each follows.

OBJECTIVE 1. PROVIDE OPPORTUNITIES FOR MORE JOBS THROUGH INCREASED COMMERCIAL DEVELOPMENT

As mentioned above, Dare County has one of the State's highest winter unemployment rates. The need for new industry and more job opportunities was rated as a serious or very serious problem by 44% of those surveyed. Seventy percent felt it was at least a somewhat serious problem. Through its increased commitment to visitor traffic, Manteo has the opportunity to attract some new commercial development which will create more jobs for Manteo residents. Furthermore, the development which occurs in connection with the Quadricentennial celebration should be done by local labor to the extent possible.

## IMPLEMENTATION POLICIES

- A. Commercial Development: As development of public funded projects proceeds in anticipation of 400th Anniversary celebrations, commercial development will follow. The Town of Manteo will recruit these new establishments by distributing literature about upcoming events and new development to prospective industries and businesses as well as prospective visitors. Each new business will be advised of the need for year round jobs and encouraged to hire local people for those jobs.
- B. Governor's Award: To show its commitment to economic recovery, the Town of Manteo will pursue the Governor's Award for a Community of Excellence. This will bring the attention of possible investors in Manteo's future.
- C. Commercial Sites: The Town will guarantee the availability of commercial and mixed use sites, both downtown and on Highway 64 through zoning.
- D. Urban Services: The Town will encourage development of new businesses by providing water and sewer both downtown and on Highway 64 within the Town limits.

## OBJECTIVE 2: STABILIZE AND DIVERSIFY THE LOCAL TAX BASE

Although it seems that tourism is the answer to many of Manteo's economic and community service problems, it is important that the Town not become totally dependent on tourism. At the same time the Town prepares to expand its tourist tax base, efforts should be made to correct previous inequities in the tax system and diversify the economy. Small industries compatible with the waterfront development and specialized educational facilities in town, as well as projects like the Wanchese Seafood Processes Park can diversify the economy. The Town will benefit in the long run from an economy not totally dependent upon tourism. This is especially true for low income, poorly trained individuals who presently have only seasonal work during the tourist months. The Wanchese Industrial Park estimates employment of 500 people by 1984-85, which will help lower winter unemployment figures in the area. The existing local labor force is expected to fill most of the 500 positions,

## IMPLEMENTATION POLICIES

- A. Sales Tax Allocations: The Town Board will work with the County Commissioners to change the means of appropriating sales tax revenues. The principle concern for stabilizing the local tax base of Manteo is the existing inequity in the way sales tax revenues are distributed at the local level. Presently these monies are allocated to each town on property tax value instead of population. Having the largest municipal population and being relatively

the poorest town in Dare County (in terms of personal income and property values), Manteo receives the smallest amount when its needs are the greatest.

- B. Small Industries: To diversify the economy in town, the Town will advertise, in the program for the Lost Colony and newspapers, in 1982 to attract small industries that are compatible with the waterfront development. Industries such as those producing local crafts, products from local natural resources, aquaculture, boat building, furniture making as well as the arts, art education, professional offices, or educational retreat facilities will be considered appropriate.
- C. Available Building Sites: The Town will guarantee the availability of such sites by zoning, enhance downtown locations by public investments in the waterfront, and provide water and sewer services to the sites.

VI. GOAL SIX: PROVIDE RECREATIONAL OPPORTUNITIES FOR ALL  
MANTEO RESIDENTS

GOAL SIX  
PROVIDE RECREATIONAL OPPORTUNITIES FOR ALL  
MANTEO RESIDENTS

DISCUSSION OF ALTERNATIVES

Though close to recreational opportunities for tourists, Manteo has few public facilities available to townspeople. The following alternatives were considered:

1. The Town could locate a teen center in one of the facilities planned for the 400th Anniversary.
2. The Town could build a separate teen center.
3. The Town could choose to let other community groups be solely responsible for recreation for teenagers.
4. The Town could provide technical assistance to groups establishing a teen center.
5. The Town could build a new boardwalk with picnic, sitting, and passive recreation facilities along the waterfront.
6. The Town could include in its plans for the Quadricentennial celebration the acquisition of the Ice Plant site and the provision of a public beach on that site.

ALTERNATIVE SELECTION

The Town chooses alternatives one, four, five and six. A discussion of each follows.

OBJECTIVE 1: PROVIDE A TEEN CENTER

In discussions with Manteo residents, the need for a teen center comes up frequently. Eighty percent of those surveyed wish to see a teen center located somewhere in Manteo and 51% cited the lack of a teen center as a serious or very serious problem. A teen center should be centrally located in Manteo to be easily accessible to teenagers from all over town.

IMPLEMENTATION POLICIES

- A. Survey: A survey will be made in 1981 to determine the teenagers' own perceptions of their needs and their willingness to help operate a center.
- B. Shared Facilities: The Town Board will seek an appropriate facility built for the 400th Anniversary that can also serve as a teen center.
- C. Role of Town Administrative Assistant: The Town Administrative Assistant will work with local church, civic groups, and teenagers to establish the center.

OBJECTIVE 2. PROVIDE PARKS AND RECREATION FOR MANTEO RESIDENTS OF ALL AGES

Parks and recreation needs are major obstacles to a healthy community in Manteo. As serious or very serious problems, 49% of those surveyed included parks and recreation for teenagers, 48% included playgrounds for children, 42% included parks and recreation for adults, and 39% included the need for picnic and sitting places. The time has come for Manteo to provide parks and recreation facilities for all local people.

IMPLEMENTATION POLICIES

- A. Waterfront: The Heritage Conservation and Recreation Service has provided the Town a matching grant to build a boardwalk, increase picnic areas, increase sitting areas, and provide more recreation space along the Manteo waterfront. These improvements will begin in 1981.
- B. Other parks: Residents of California would like to restore the old church at Lavada's Corner, located in the center of the California neighborhood, to its original condition. To encourage their efforts, the Town will assist in locating potential funding sources for the project.

OBJECTIVE 3. PROVIDE A BEACH OR OTHER WATER RELATED RECREATION AREA

Despite Manteo's strong connection with the water, and the water's direct impact on people's lives, there is no place for water recreation in Manteo except between the boats along the waterfront. Fifty-five percent of those responding in the survey said they would like to have such facilities in Manteo. Water related recreation could also be used as an added visitor attraction, and provide another opportunity for peaceful contact between visitors and townspeople. If a beach is developed, it is essential that the pollution in Shallowbag Bay be reduced and controlled.

IMPLEMENTATION POLICIES

- A. Acquisition: The Town will seek to acquire the dredge spoil land across Dough's Creek for the Quadricentennial Celebration and for continuing long-term recreation.
- B. Plans: The Town will include a beach in the design of this property for use by both residents and visitors.

## LAND CLASSIFICATION



## LAND CLASSIFICATION

### PURPOSE

The land classification map is a graphic illustration of the Town's adopted implementation policies providing a visual guide for future land uses and those areas where natural and cultural resources will be preserved. The map is not a regulatory mechanism but will be a guide in making zoning and other land use decisions. Both the policy statement and land classification map should be used in making implementation decisions.

### LAND CLASSES

Within the Town of Manteo's jurisdiction there are only three land classifications: developed, conservation, and a small transition area. In the area of critical importance to the Town outside Manteo's jurisdiction, are additional areas of transition, community, rural residential, rural production and conservation. These latter areas are mapped for the following reasons: one, they reflect the stated policies of the Town. Two, these areas directly affect Manteo's development. Three, the natural and cultural resources influencing Manteo are included therein. Four, the north end of the island is the only logical ecological unit of data gathering when planning for Manteo. Five, these areas would be included in Manteo's planning area if it were granted extraterritorial jurisdiction. Six, the Town has planned these in greater detail than is possible under the county-wide plan.

### DEVELOPED

The purpose of the developed class is to provide for continued intensive development and redevelopment of existing urban areas in Manteo. With the completion of the water and sewer extensions following annexation, almost all of the area within the Town of Manteo is suitable for intensive development or redevelopment. The overall density of the Town is approximately 800 dwelling units per square mile with water, sewer, police and fire protection, and some recreational facilities. This is well in excess of the minimums for the developed class but still low enough that the entire anticipated population growth of 45 new families can be accommodated by infilling within existing residential and mixed use areas at a density acceptable to the Town.

The developed area of Manteo is presently residential, commercial, and mixed use. These uses will continue and be enhanced in accordance with the implementation policies included herein. The intention is to cluster urban development and prevent sprawling suburban development requiring urban services.

#### TRANSITION

The purpose of the transition class is to provide for future intensive urban development within the ensuing ten years on lands that are most suitable and that will be scheduled for provision of necessary public utilities and services. Within the Town limits is one parcel of land designated transition, the future site of the high school. The Town has provided urban services and within the ten year planning period this parcel will be developed intensively.

The Ice Plant Site across Dough's Creek, under the County's jurisdiction, is suggested to be classified transition. The 20 acres of high land may then be developed for public use as part of the Quadricentennial Celebration and to provide beach access. The Town would provide those urban services necessary for the public celebration but in no case would private development be allowed to occur because of the island's proximity to wetlands.

No other transition land is needed during the planning period and the Town of Manteo does not intend to extend urban services to other areas.

#### COMMUNITY

The purpose of the community class is to provide clustered land development to help meet housing, shopping, employment, and public service needs within the rural areas surrounding Manteo. There are several areas outside the Town limits in the County's jurisdiction that provide clusters of housing, public services, and tourist-oriented businesses. Some are mixed uses but most are not. In some cases these are residential areas adjacent to the Town at densities that are neither urban nor rural. During the planning period the Town expects that no urban services will be extended to these areas. Care must be exercised to prevent the density in these areas from rising to the level of requiring urban services to rectify problems.

#### RURAL RESIDENTIAL

The purpose of the rural residential class is to provide for low intensity residential or recreational use. These are areas where urban services are not required and where natural resources will not be significantly impaired. Much of the north end of Roanoke Island is low density residential interspersed within forested areas. These lands are valuable for forestry and also constitute an irreplaceable scenic resource along Highway 64 from the bridge over the Croatan Sound to Manteo. Since these lands are important to the experience of Fort Raleigh, will not receive urban services, and are well suited for dispersed residential, forestry, farming, and low intensity recreation, the Town will urge the County to protect these lands by classifying them rural residential. Under no circumstances should higher density residential or additional commercial development be allowed. The scenic corridor should be preserved.

#### RURAL PRODUCTION

The purpose of the rural production class is to provide for agriculture, forest management, or other suitable low intensity uses that will not need urban services or significantly impact natural resources. These are areas, also under the County's jurisdiction, that are almost exclusively forested. They constitute an irreplaceable scenic resource along Highway 64 important to the experience of Fort Raleigh. These areas will not receive urban services and are well suited for forestry, farming and low intensity recreation. It is proposed that these areas be designated rural production, that no high intensity development be allowed herein, and that the scenic corridor be preserved. In some cases low density residential will be appropriate.

#### CONSERVATION

This classification is established to provide for effective, long-term management of significant limited and irreplaceable areas. It is to protect the Areas of Environmental Concern and to delineate areas of public benefit where certain public uses may take place in accordance with the policies previously stated.

In the Town limits are several wetlands, Shallowbag Bay and Dough's Creek. No high density development is appropriate. No

additional bulkheading, creation of navigation channels, piers, docks, boat ramps, marinas and wharfs, except those planned and described herein or those deemed to have no significant adverse impact on estuarine resources by CAMA staff, will be allowed during the planning period.

Outside the Town's jurisdiction are also wetlands, shorelands that are hazardous for development, wildlife habitats, a unique Carolina Bay formation, irreplaceable archeological sites, and water bodies that are important to the Town. Hopefully, they will be classified Conservation by the County.

STATE LICENSES AND PERMITS

Agency	Licenses and Permits
Department of Natural Resources and Community Development Division of Environmental Management	<ul style="list-style-type: none"><li>-Permits to discharge to surface waters or operate waste water treatment plants or oil discharge permits; <u>NPDES</u> Permits, (G.S. 143-215)</li><li>-Permits for septic tanks with a capacity over 3000 gallons/day (G.S. 143-215.3)</li><li>-Permits for withdrawal of surface or ground waters in capacity use areas (G.S. 143-215.15)</li><li>-Permits for air pollution abatement facilities and sources (G.S. 143-215.108)</li><li>-Permits for construction of complex sources; e.g. parking lots, subdivisions, stadiums, etc. (G.S. 143-215.109)</li><li>-Permits for construction of a well over 100,000 gallons/day (G.S. 87-88)</li></ul>
Department of Natural Resources and Community Development Office of Coastal Management	<ul style="list-style-type: none"><li>-Permits to dredge and/or fill in estuarine waters, tidelands, etc. (G.S. 113-229)</li><li>-Permits to undertake development in Areas of Environmental Concern (G.S. 113A-118) NOTE: Minor development permits are issued by the local government</li></ul>
Department of Natural Resources and Community Development Division of Earth Resources	<ul style="list-style-type: none"><li>-Permits to alter or construct a dam (G.S. 143-215.66)</li><li>-Permits to mine (G.S. 74-51)</li><li>-Permits to drill an exploratory oil or gas well (G.S. 113-381)</li><li>-Permits to conduct geographical exploration (G.S. 113-391)</li><li>-Sedimentation erosion control plans for any land disturbing activity of over one contiguous area (G.S. 113A-54)</li></ul>

Department of Natural Resources  
and Community Development  
Secretary of NRCD

-Permits to construct an oil  
refinery

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Department of Administration

-Easements to fill where lands  
are proposed to be raised  
above the normal high water  
mark of navigable waters by  
filling (G.S. 146.6(c))

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Department of Human Resources

-Approval to operate a solid  
waste disposal site or facility  
(G.S. 130-166.16)

-Approval for construction of  
any public water supply facility  
that furnishes water to ten or  
more residences (G.S. 130-160.1)

FEDERAL LICENSES AND PERMITS

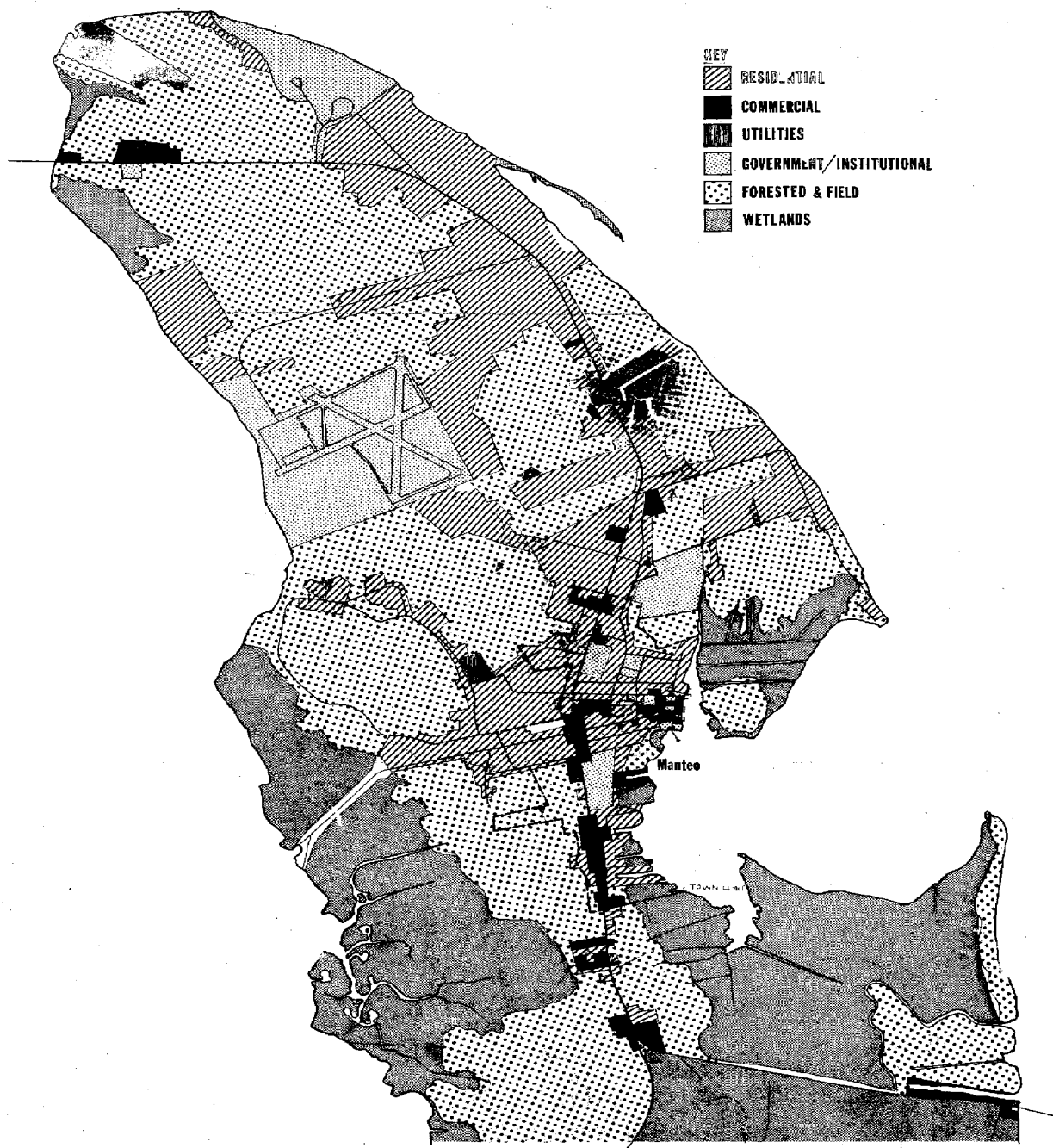
Agency	Licenses and Permits
Army Corps of Engineers (Department of Defense)	<ul style="list-style-type: none"><li>-Permits required under Sections 9 and 10 of the Rivers and Harbors of 1899; permits to construct in navigable waters</li><li>-Permits required under Section 103 of the Marine Protection, Research and Sanctuaries Act of 1972</li><li>-Permits required under Section 404 of the Federal Water Pollution Control Act of 1972; permits to undertake dredging and/or filling activities</li></ul>
Coast Guard (Department of Transportation)	<ul style="list-style-type: none"><li>-Permits for bridges, causeways, pipelines over navigable waters; required under the General Bridge Act of 1946 and the Rivers and Harbors Act of 1899</li><li>-Deep water port permits</li></ul>
Geological Survey Bureau of Land Management (Department of Interior)	<ul style="list-style-type: none"><li>-Permits required for off-shore drilling</li><li>-Approvals of OCS pipeline corridor rights-of-way</li></ul>
Nuclear Regulatory Commission	<ul style="list-style-type: none"><li>-Licenses for siting, construction and operation of nuclear power plants; required under the Atomic Energy Act of 1954 and Title II of the Energy Reorganization Act of 1974</li></ul>
Federal Energy Regulatory Commission	<ul style="list-style-type: none"><li>-Permits for construction, operation and maintenance of interstate pipeline facilities required under the Natural Gas Act of 1938</li><li>-Orders of interconnection of electric transmission facilities under Section 202(b) of the Federal Power Act</li></ul>

- Permission required for abandonment of natural gas pipelines and associated facilities under Section 7C(b) of the Natural Gas Act of 1938.
- Licenses for non-federal hydro-electric projects and associated transmission lines under Sections 4 and 15 of the Federal Power Act



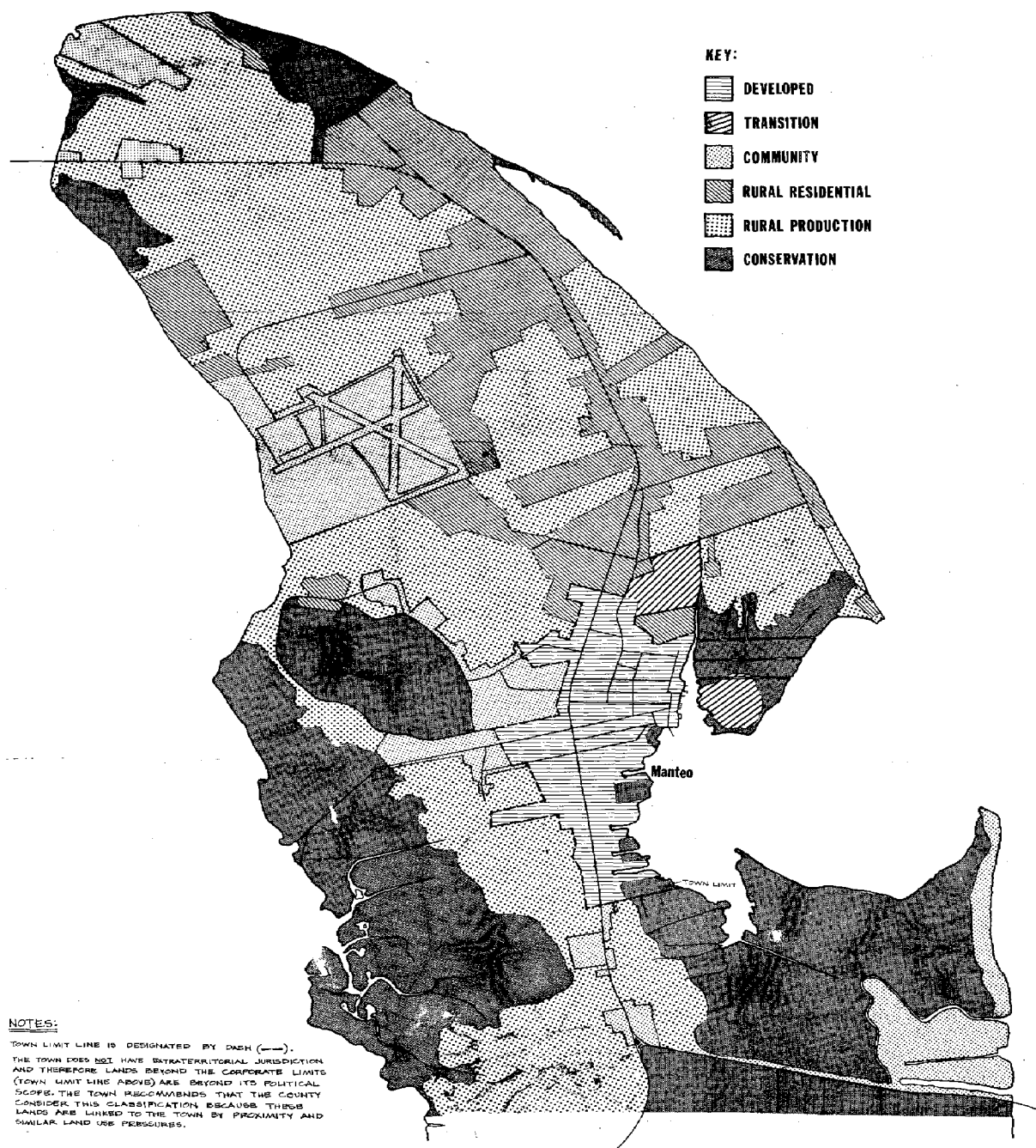
## APPENDIX A

1. Existing Land Use Map
2. Land Classification Map



**EXISTING LAND USE 1981**  
**Manteo, North Carolina**





## LAND CLASSIFICATION 1981

### Manteo, North Carolina

25  
ACRES  
0 1000 feet



APPENDIX B  
PROFILE ON MANTEO AND DARE COUNTY

Dare County and the Town of Manteo are growing significantly in population. Live births in Dare County have increased from 107 in 1973 to 173 in 1974. There are currently 497 housing units within the Town's corporate limits (Department of Commerce, Census Bureau for 1980), and the demand for new housing is expected to increase steadily. Average per capita income for Manteo in 1977 was \$4,903.00. The average per capita income for Dare County in 1979 was \$6,599.00. Tourism, second home development, and resulting support services have significantly affected Manteo's growth, and are expected to increase throughout the Qaudricentennial Celebrations of 1984-1987. Appendix B is composed of excerpts from Economic Analysis, Public Report Four of a Plan for Manteo's Future Development. Refer to the above document for more detailed population and economic information.

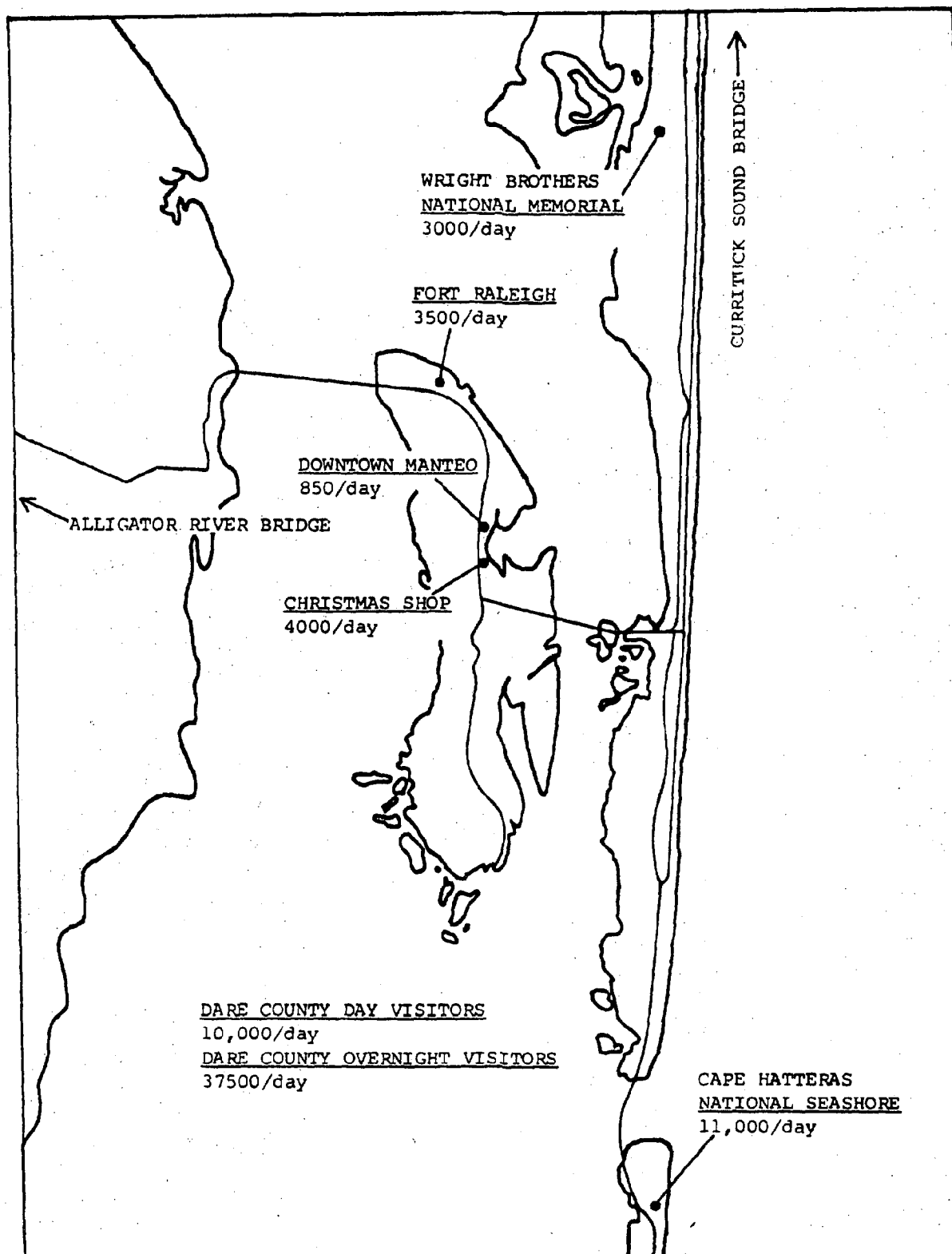
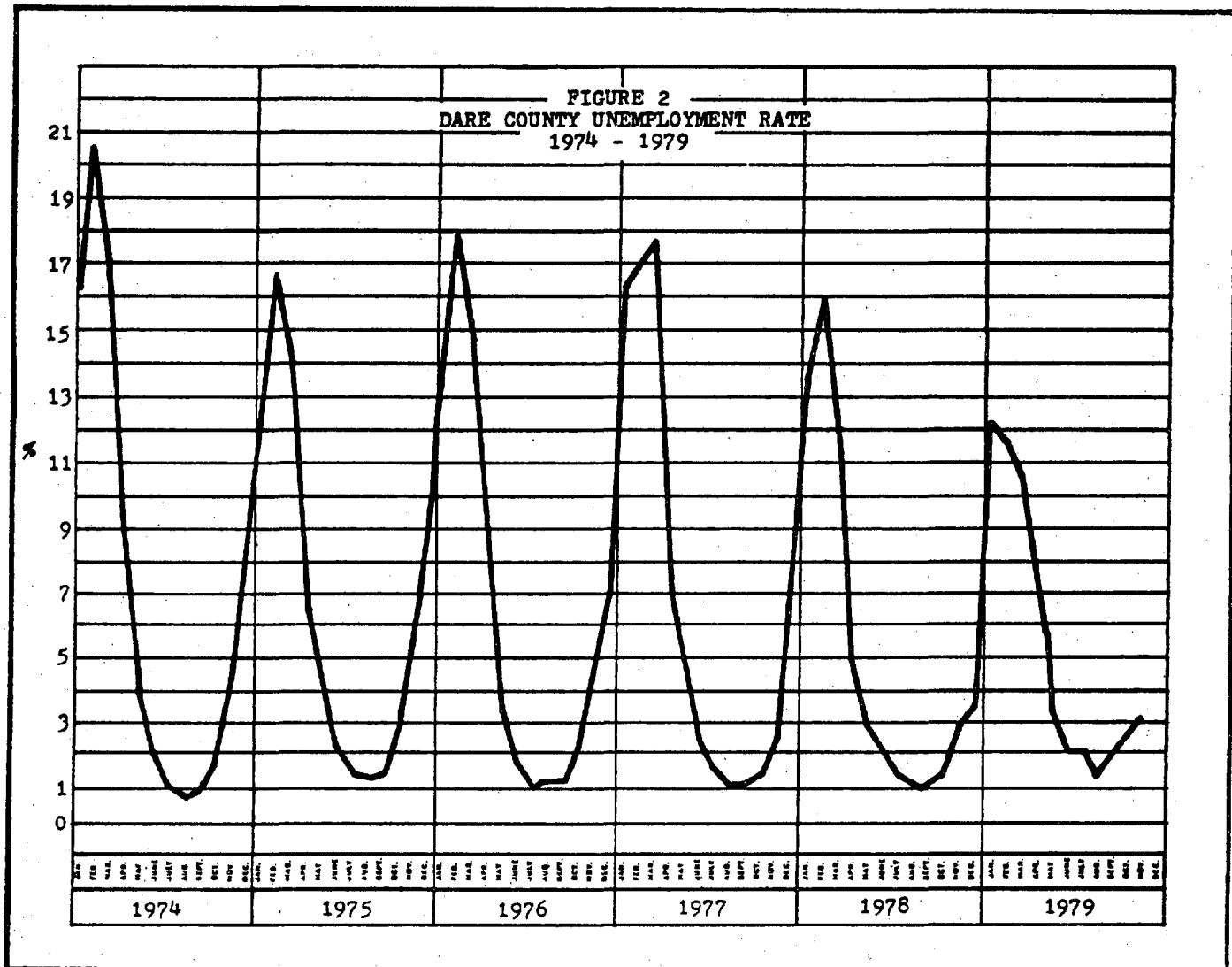


Figure 3. Tourist visitation in Dare County at peak season, based on information from the National Park Service; the North Carolina Department of Commerce, Travel and Tourism Division; and the local business community.

Since the area economy is primarily based on tourism, the labor force and employment rate fluctuate dramatically. In winter months the County has one of the state's highest unemployment rates. In the summer, however, not only is unemployment the state's lowest, but large numbers of seasonal residents are also employed. Figure 2 shows the employment fluctuations since 1974. Local leaders hope that winter unemployment will continue to decrease, as in the past five years, due to the recent completion of a large seafood industrial park at Wanchese, five miles south of Manteo.



The tremendous seasonal tourist trade (\$120 million in 1979) supports a wide variety of hotels, motels, restaurants, retail outlets, and tourist attractions both public and private. The area includes about 50 motels or hotels totaling approximately 2000 rooms, the Town of Manteo has five motels totaling about 200 rooms.

Aside from the ocean, Dare County contains a great number of added attractions, including Fort Raleigh National Historic Site, "The Lost Colony" outdoor drama, the Wright Brothers National Monument, and the Cape Hatteras National Seashore. These attractions draw nearly 50,000 daily visitors during peak season, and about 2.5 million visitors in a single season. Figure 3 shows visitation and location of various key attractions throughout the Outer Banks of Dare County.

This large visitation produces a thriving retail sales market which is expanding at nearly 20% annually. Table 3 indicates retail sales dollar values from 1969 to 1979. This includes restaurant, hotel, motel and vacation cottage revenues. The 1981 tourist expenditures are likely to show a more marked increase due to legalization of by-the-drink liquor sales by public referendum in the Fall of 1980.

**TABLE 3**  
**Dare County Retail Sales**

Fiscal Year	Retail Sales	% Increase
1968-69	\$20,783,047	---
1969-70	\$23,490,677	13.0
1970-71	\$28,290,561	20.4
1971-72	\$32,222,254	13.9
1972-73	\$37,881,600	17.6
1973-74	\$44,676,070	17.9
1974-75	\$48,731,661	9.1
1975-76	\$58,898,486	20.7
1976-77	\$68,376,390	16.1
1977-78	\$81,248,887	18.8
1978-79	\$97,425,336	19.9
% INCREASE 1974-75-1978-79		99.9

Source: North Carolina Department of Revenue

However, while Dare County as a whole has prospered, the Town of Manteo has suffered. With the decline of aquatic transportation, the downtown waterfront began to lose its purpose as an area supply center. Bustling activity, once the waterfront's trademark, began to disperse. Businesses left downtown in favor of the highway or the beach.

In addition to loss of activity, Manteo's tax base has suffered. Because the town is located five miles from the ocean, tourist visitation, second homes, and tourist-related commercial development are less in Manteo than in the beachfront communities of Nags Head, Kill Devil Hills, Kitty Hawk, and Southern Shores. Manteo, once the economic core of Dare County, has slipped to 3% of the County's total tax valuation.

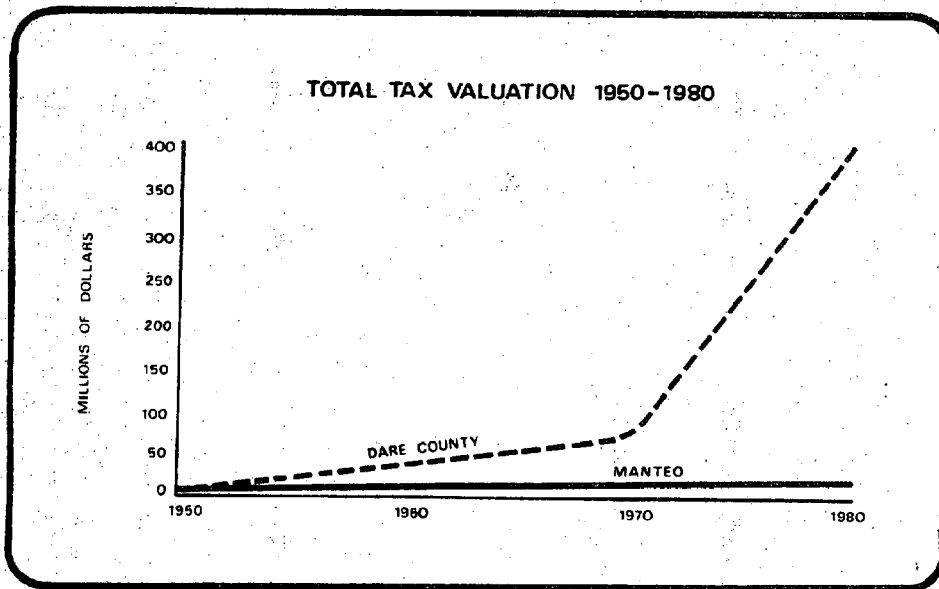


Figure 4. Total tax valuation Dare County, and Manteo



## REVENUE GENERATION

One of the most visible problems in Manteo is a dying downtown with about ten acres of under-utilized land. Long time residents have a sentimental attachment to the bustling life of the waterfront. A rejuvenated downtown will provide only a slight improvement in community services, tax revenues and jobs.

A fundamental community problem is the limitation of the municipal budget. Tax increase is not a practical way to deal with this problem, since the tax rate is already \$1.07 per \$100.00. A question for the future, therefore, is how may the quadricentennial celebration help bolster the Town budget without adding burden to taxpayers?

## MUNICIPAL BUDGET

Analysis of the current municipal budget and general fund revenues provides insight into the reinforcement of that budget. Table 4 shows a breakdown of the general fund revenues which may be affected by quadricentennial development. Ad valorem (property) tax and sales tax are the most vital revenue sources, making up 60% of the general fund. Both these revenues will be modified by any development that will attract additional tourists. More tourists in Manteo means more dollars spent in Town.

TABLE 4 Town of Manteo, General Fund Revenues Fiscal Year 1979-80		
Revenue Item	Amount in Dollars	% of Gen. Fund
Beer and wine tax	4,479.25	1.9
Local option sales tax	44,049.56	19.1
ABC net revenues	3,085.18	1.3
Docking fees	1,239.00	0.5
Ad valorem taxes	96,289.61	41.7
Privilege tax	3,149.00	1.4
Other revenues	78,448.79	34.1
GENERAL FUND TOTAL	230,740.39	100.0

## CREDITS

1. The Manteo Board of Commissioners, The Planning and Zoning Board, The Manteo Town Hall Staff, and the Citizens who participated in surveys and planning discussions.
2. The School of Design, North Carolina State University, Claude E. McKinney, Dean.
3. John Crew, Land Use Planning Coordinator, Washington Regional Office, North Carolina Department of Natural Resources and Community Development.
4. Debbie Phillips, typist.
5. North Carolina State Department of Commerce, Board of Education, Economic Development, Cultural Resources, Natural Resources and Community Development, Transportation, Wildlife Resources Commission, Land Resources Division, and Department of Revenue.
6. Dare County Land and Water Conservation District.
7. Dare County Board of Education.

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10/10/00

10/10/00

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